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ABSTRACT

The Rural Intervention Project was intended to reduce status offenses and delinquent behavior by youths and to increase the opportunities for positive youth involvement by providing problem solving services to the youth and families of rural Pima County, Arizona. Begun by Portable Practical Educational Preparation, Inc. in 1978 and operating on a first-year budget of $50,672, the project employed a staff of three intervention counselors who offered individual and family counseling, crisis intervention, information and referral for clients needing services, consulting, and community development services. The well-implemented project was welcomed as a needed resource in the rural areas it served and the volume of service activity exceeded anticipated first-year levels. Because the volume increased as more people became aware of the project, decisions about staff use and management were necessary. An independent consultant evaluated the project and offered improvements. Recommendations included using a simplified management-by-objective approach to planning, managing, and documenting project activites; establishing the project's role as a delinquency prevention/youth development resource in the county; developing significant youth and parent involvement in project planning, operation, and evaluation; and developing an ongoing in-service staff development program. (SB)

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The Portable Practical Educational Preparation, Inc.

RURAL INTERVENTION PROJECT

An Empirical Assessment

Pima County, Arizona

June, 1978

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RC 014384

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5423 East Fairmount Place Tucson, Arizona 85712
Telephone: 602/325-2649

August 30, 1978

John Arnold
Executive Director
Portable Practical Educational Preparation, Inc.
338 North Granada
Tucson, Arizona 85705

Dear Mr. Arnold:

We are pleased to forward to you the final report of our assessment of the first year of operation of the Rural Intervention Project. We hope you, the Project staff, and other persons interested in the continued development and operation of programs to serve youth and their families in rural Pima County will find this report to be a useful resource.

It is apparent that much hard work has gone into the development and operation of the Rural Intervention Project this past year. We commend Project PPEP for establishing this important project.

I would like to take this opportunity to thank you, the project staff and the other persons who gave their time to meet with me during the assessment process. Without this cooperation the completion of the necessary site visits and the writing of this report would not have been possible.

We wish you every success as you continue to work in behalf of and with youth and their families in rural Pima County in the future.

Sincerely,

Robert D. Cain, Jr.

Robert D. Cain, Jr.
Director

RDC:tb

Enclosure

CC: Pima Association of Governments

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SUMMARY OF RECOMMENDATIONS

1. It is recommended that the Rural Intervention Project staff use a simplified management by objectives approach to planning, managing and documenting major Rural Intervention Project community development and program activities. (Page 16).

2. It is recommended that the Rural Intervention Project seek to further develop and establish its role as a delinquency prevention/youth development resource throughout rural Pima County. (Page 30).

3. It is recommended that a systematic and sustained effort be made to further develop and maintain significant youth (and parent) involvement in the planning, operation and on-going evaluation of the Rural Intervention Project. (Page 34).

4. It is recommended that an on-going in-service staff development program be undertaken to systematically build and most effectively use the Rural Intervention Project/PPEP staff capacity to achieve the full potential of the Rural Intervention Project as a delinquency prevention/youth development resource. (Page 40).

I. INTRODUCTION

This report is about the Rural Intervention Project as designed and operated by the Portable Practical Educational Preparation, Inc. The purpose of this Project is to provide a range of problem solving services to youth and their families throughout the rural areas of Pima County.

The over-all goals of the project include increasing opportunities for positive, meaningful youth involvement and meeting both individual and family needs in an effort to reduce status offenses (offenses that would not be criminal if committed by an adult) and/or delinquent behavior by youth. A basic objective of the project is to provide services and to expand existing and/or develop new programs and resources to assist youth and their families, within the community, which will make referral to the Juvenile Court unnecessary.

The types of services offered through the Project include: individual counseling; family counseling; crisis intervention; information, referral and advocacy on behalf of clients needing services; consulting services to schools and other youth serving agencies; and community development services to assist people in the many small communities and rural areas throughout Pima County to identify and resolve their own problems through a positive process of community change.

The design and operation of the Rural Intervention Project clearly fits within the definition of "community-based service" as outlined in Section 103 (1) of the Juvenile Justice and Delinquency Prevention Act of 1974 (JJDP Act).

(1) the term "community-based" facility, program or service means a small, open group home or other suitable place located near the juvenile's home or family and programs of community supervision and service which maintain community and consumer participation in the planning, operation and evaluation of their programs which may include, but are not limited to, medical, educational, vocational, social and psychological guidance, training, counseling, alcoholism treatment, drug treatment and other rehabilitative services. [1]

The design and operation of the Rural Intervention Project is also consistent with the intent of the JJDP Act as outlined in Section 223 (a) (10), which requires that seventy-five percent of the funds made available to a state be used for "advanced techniques in developing, maintaining and expanding programs and services designed to prevent juvenile delinquency, to divert juveniles from the juvenile justice system..." [2] These advanced techniques include:

(A) community-based programs and services for the prevention and treatment of juvenile delinquency through the development of foster-care and shelter-care homes, group homes, halfway houses, homemaker and home health services, twenty-four hour intake screening, volunteer and crisis home programs, day treatment, and home probation and any other designated community-based diagnostic, treatment, or rehabilitative service;

(B) community-based programs and services to work with parents and other family members to maintain and strengthen the family unit so that the juvenile may be retained in his home;

(C) youth service bureaus and other community-based programs to divert youth from the juvenile court or to support, counsel, or provide work and recreational opportunities for delinquents and other youth to help prevent delinquency;

(D) projects designed to develop and implement programs stressing advocacy activities aimed at improving services for and protecting the rights of youth impacted by the juvenile justice system;

(E) educational programs or supportive services designed to keep delinquents and to encourage other youth to remain in elementary and secondary schools or in alternative learning situations;

(F) expanded use of probation and recruitment and training of probation officers, other professional and paraprofessional personnel and volunteers to work effectively with youth;

(G) youth initiated programs and outreach programs designed to assist youth who otherwise would not be reached by traditional youth assistance programs;...[3]

This report describes the experience of the Rural Intervention Project as it has been designed, developed and operated during its first year of operation. Specifically, this assessment report is an effort to look at the dynamics of the experience of the Rural Intervention Project with a view toward: (1) understanding the events which have occurred; (2) learning from those experiences about how to improve the planning and operation of viable program efforts to serve youth in rural Pima County; (3) offering some observations, suggestions and recommendations that appear to be important for strengthening the future program efforts of the Rural Counselor Project; and (4)identifying some important concepts and principals upon which future organizational and program efforts of the Project may be based.

It is hoped that this report will prove useful to the Rural Intervention Project and other Project PPEP staff, the Pima Association of Governments, the Arizona State Justice Planning Agency, and other persons interested in the improvement, continued development, and operation of programs and services for youth and their families in rural Pima County.

II. THE SCOPE AND NATURE OF THE ASSESSMENT

The Pima Association of Governments (PAG) has selected Associates for Youth Development, Inc. (AYD) to conduct empirical program assessments of selected projects in Region II (Pima County) which are supported with funds allocated under the Juvenile Justice and Delinquency Prevention Act of 1974. These projects are funded, upon approval and recommendation by PAG, with grants from the Arizona State Justice Planning Agency (ASJPA) which receives its funding from the Law Enforcement Assistance Administration (LEAA) of the United States Department of Justice.

The program assessment is a practical approach to appraising the strengths and needs of a program that is in keeping with the limited resources available for evaluation and the kind of information that is available upon which evaluative judgments can be based. The program assessment process also provides an opportunity for the program being assessed to receive some limited technical assistance to facilitate improvements which may be needed in the areas of program design, organizational development and operational management.

The word assessment is used quite consciously to distinguish the procedures used from those of an impact evaluation. While the assessment provides a number of benefits that an impact evaluation cannot provide, the assessment does not result in the compilation of objective quantitative data on which scientific conclusions about the program's effectiveness may be based. Rather, the assessment provides information about the agency's operations and a set of recommendations carefully calculated to assist those interested in improving the design and operation of specific programs for the future. This in no sense takes the place of impact evaluation, but

promotes the development of evaluation capacity and encourages more vigorous evaluation activity when the resources for such exist.

The assessment process being used is descriptive in nature and largely subjective in that it depends upon the perceptions, opinions and observations of a variety of people. This information is then organized by the consultant and is presented along with appropriate observations, suggestions and recommendations. The consultant, therefore, believes it is inappropriate for this report to be viewed as an impact evaluation or for conclusions to be drawn from it about the "effectiveness" of the program being assessed. It is understood that the information in it can be useful to persons making funding and management decisions, but such use of it should be made reasonably and with caution.

While the assessment takes place over a relatively short period of time, it has the potential of being a productive and dynamic experience. For this to happen, the program staff, the people of the community who become involved and the consultant conducting the assessment must enter into a relationship based upon open and candid communication. The assessment, to be useful, needs to focus upon the realities of the program being assessed and the community within which it exists. Another reality is that the perspectives of the consultant necessarily enter into the experience. Thus, the assessment is a very human experience because people are involved, complete with their limited knowledge. The overall value of the assessment will be determined by its usefulness to those persons who are interested in the current operation and/or improvement of the specific program being assessed.

The assessment process, to be most useful, is something that is desired by certain key people related to the program. At best, it is seen by these people as an opportunity to enhance the effectiveness of their program.

Since this assessment is being conducted as a funding source requirement, rather than at the specific request of the Portable Practical Educational Preparation, Inc. or the Rural Intervention Program, it would be possible for the project staff to see the assessment as an imposition and an intrusion. If this were to happen, the experience would probably be negative and of little constructive value. This concern was discussed with the Project Director/Coordinator and other project staff prior to the major assessment activities and again during the formal assessment process. It was apparent from these discussions that this assessment is seen as a welcome resource and has the potential of being quite useful to PPEP in its efforts to improve and continue the Rural Intervention Project.

The assessment was conducted by Robert D. Cain, Jr., of Associates for Youth Development, Inc., Tucson, Arizona. The major site visit activities to review the operation of the Rural Intervention Project took place on March 13, 14, 17, 21, 22, 23, and May 18, 1978. Several other site visits were also conducted at various times throughout the project year to review the implementation and operation of the project. These visits took place on July 19, 1977, October 13, 1977, November 1, 1977, and February 22 and 27, 1978.

The first event of the extended site visit activity, which began on March 13, 1978, was to meet with the Project Director/Coordinator to review the assessment process and schedule, to clarify any last minute concerns and to make certain that the expectations of the assessment were realistic. The Coordinator and other project staff were interviewed in depth to obtain detailed information regarding the full scope and nature of the Rural Intervention Project activities, the operational concepts undergirding the project, the way staff time is deployed to plan and carry out project activities, relationships

with clients and working relationships with other resource persons and agencies.

A number of other persons were also interviewed, including other PPEP staff and representatives of cooperating social service agencies and schools served by the project. Each individual interviewed was asked to share his/her observations about the development and operation of the Project and to offer his/her suggestions regarding possible program improvement. A complete list of persons contacted during the assessment process is included as Appendix A to this report.

Written materials describing the Rural Intervention Project were provided to the consultant for review prior to, during and following the extended site visit. These materials included the first and second year grant applications, and quarterly progress reports submitted to ASJPA and to PAG. Other various reports and resource documents related to the project and to the geographic areas served were also reviewed. Some additional information was also obtained by telephone.

The opportunity to learn about the operation of the Rural Intervention Project has been a meaningful experience. The people who were interviewed were quite cooperative and willing to share their observations and experiences. Some of the people interviewed clearly went out of their way to be accommodating to the assessment schedule. This assessment could not have been completed without their assistance.

As has been clearly indicated, the assessment process is based, to a large degree, upon subjective observations. Every attempt has been made to weigh the information received about the Rural Intervention Project carefully and form conclusions only when there appears to be significant justification supporting a particular concern. Where recommendations are presented in

this report, they are included because it was apparent to the consultant that the recommendations could be justified and are supported by the observations made and conclusions formed during the assessment process.

III. BRIEF OVERVIEW OF THE GEOGRAPHIC AREAS SERVED

Pima County is Arizona's second most populous county with a population of approximately 449,544 persons,[4] 19.5% of the state's population. It is also a large county consisting of 9,240 square miles. The majority of the county's population, approximately 85%, is located in the Tucson Metropolitan Area.

To the north, south and west of Tucson, however, is the vast geographic area that is generally referred to as rural Pima County. Much of this area is covered by mountains and desert. Some land is suitable for agricultural use. Mining and agriculture are the two principal industries in rural Pima County. There are numerous small towns scattered throughout this vast geographic area.

Accurate demographic statistics for rural Pima County are not readily available. Using the Special Census of Pima County conducted by the U.S. Bureau of the Census in October, 1975, however, it is estimated that the service area of the Rural Intervention Project includes approximately 51,190 residents (11% to 12% of the population of Pima County) of which approximately 12,500 are youth between the ages of 6 and 18. The areas served by the project are low income areas. Human service/youth programs are scarce where they do exist and access to public transportation is extremely limited or non-existant.

Project PPEP is the only human service organization which is devoted totally to serving people in rural areas. PPEP is a not-for-profit corporation which serves rural clients to assist in improving the standard of rural living through self-help programs. A description of PPEP, the areas served,

and a complete list of the services provided are included in "Project PPEP, Inc.," which is included as Appendix B to this report.

The specific geographic areas served by the Rural Intervention Project are generally referred to as follows: (1) the Sahuarita Area in southern Pima County, which includes Sahuarita Heights, Santo Tomas, Continental Lakewood/Amado, McGee Ranch/Curleyhorn, Arivaca and Green Valley; (2) The Marana Area in northern Pima County, which includes Marana, Rillito, Avra Valley, the Yaqui Community near Marana and Catalina; and, (3) The Ajo Area in western Pima County, which includes Ajo, Lukeville and Why. In addition to serving people in these communities, the Rural Intervention Counselors also serve people in the rural surrounding areas.

During the assessment process the consultant preparing this report interviewed a number of persons in each of these areas. The purpose of these interviews was not only to assess the Rural Intervention Project, but also to learn about these communities, the surrounding areas, and the nature of the problems that people who live there are faced with. During these interviews several impressions emerged as people shared their opinions and information in response to questions about their communities.

1. Each community/area is different from the others. These differences are noticeable in terms of population characteristics, geography, economics and the level of human service resources available (mostly not available).

2. None of the school districts has an adequate level of social services available to serve all the youth who need such assistance.

3. People in each area seem to have pride in their community and an attitude of self-sufficient independence from the major metropolitan area of Tucson. Many people never, or rarely, go to Tucson. In the case of social services which may be needed, the reluctance to go to the "city" is more than the distance of miles. It appears to be a combination of distance, cost and a reluctance to acknowledge that problems do exist for which they may need help. The quality of life is noticeably different from that in the Tucson

urban area. Also, some people who are used to the open spaces of rural areas are not comfortable in a formal social agency office setting.

4. There are few, if any, human service resources available for youth and families. In many cases the only services which are available are provided by charitable individuals or by agencies that extend their service from the Tucson Metropolitan area. There are a few exceptions to this, but there are no services other than the school systems which are specifically "youth oriented" in these areas.

5. Youth have very little to look forward to in the way of opportunities for meaningful involvement in their own communities. Jobs for youth are almost non-existant. Many youth have nothing to look forward to, except to possibly work as an agricultural laborer. Many youth leave their home communities after high school to seek employment. Very few youth in these areas aspire to, or see, higher education as being within their reach.

6. Many families exist in poverty conditions and see little or no opportunity for improvement.

7. People in these rural areas have just as many problems as city people, but far fewer resources to help resolve them.

8. In some areas there is an influx of families with children, who are moving to the rural areas with the false expectation that there are "no problems" there and that their children will be "better off" than they would be in a larger city.

9. Public transportation and/or access to public transportation is extremely limited or non-existant.

This report is about the Rural Intervention Project, which is designed to develop and provide services to youth and families in these rural community areas.

IV. THE RURAL INTERVENTION PROJECT DESIGN AND OPERATION

Essential to the sound development and operation of the Rural Intervention Project is the clarity and practical applicability of the operational concepts upon which the project is based. It is important that the program design include concepts which (1) are easily communicated to and understood by others, (2) lead to clearly defined strategies of implementation, and (3) capture the imagination and support of persons who participate in and/or cooperate with the program in various ways.

Because of the nature of the Rural Intervention Project, which encompasses a wide range of activities and services, the need for clear conceptual development and program design is perhaps a more significant concern than is the case with programs that provide only one type of service. The fact that the Rural Intervention Project seeks to provide remedial services and and also facilitate a community development problem-solving process in the communities/areas served requires performing several major functions: (1) identifying problems which impact negatively upon young people; (2) designing and conducting educational programs and/or facilitating the mobilization of community resources to solve such problems; (3) working to strengthen existing youth resources and promoting the development of new resources when necessary; and (4) promoting positive programs to remedy conditions that promote delinquency. These functions have been performed well.

These and other functions require a concerted effort by the project staff to carefully design and interpret each program activity in the context of the overall mission of PPEP. Developing and maintaining the necessary community understanding and support for the specific Rural Intervention

Project activities requires that both the Rural Intervention Counselors and other PPEP policy level personnel relate to and communicate effectively with persons at all levels throughout the communities and areas served.

The purpose of this report is to describe and discuss the design and operation of the Rural Intervention Project. With the above principles in mind, several observations, suggestions and recommendations are made in the interest of helping to improve the over-all design and operation of the Project during its second year of operation.

A. Goals and Objectives

The following are the goals and objectives established for the Rural Intervention Project:

Goals

1. Reduce socially unacceptable behaviors in the youth served.
2. Reduce status offenses in the youth served.
3. Avoid contact between the youth and families served and the juvenile justice system.
4. Reduce delinquency and crime in the youth served.
5. Decrease referrals and reduce recidivism to juvenile court in the youth served.

Objectives and Activities

1. Increase opportunities for youth which are alternatives to socially unacceptable behavior (eg. defined by courts and parents) in the specified community.

    a. Establish contacts and rapport.
    b. Analyze problems.
    c. Assess needs.
    d. Counseling and crisis intervention.
    e. Mobilize and facilitate youths to meet and develop programs to enhance their particular needs.
    f. Promote youth advocacy.
    g. Involve community groups and organizations in understanding youth and making their resources available to aid in delinquency prevention.

2. Increase the ability of youth to deal effectively with their environment, time, and energy.

   a. Provide individual, group, and family counseling.
   b. Organize discussion groups about specific concerns.
   c. Enhance skills and problem solving ability.
   d. Mobilize and facilitate youth to meet and develop programs to enhance their particular needs.

3. Increase alternatives for the police, schools, and the juvenile court in regards to their interaction with the youth and their families.

   a. Analyze problem.
   b. Assess needs and alternatives.
   c. Establish community contacts and rapport.
   d. Provide liaison between the law, the schools, the community, and the youth.
   e. Consult with outside resources (psychologists, police, consultants, library).
   f. Involve community groups and organizations.

4. Increase school (teacher and administrators) and legal (sheriff and juvenile court) sensitivity to youth problems and concerns.

   a. Establish contacts and rapport.
   b. Provide liaison.
   c. Disseminate educational materials and information.
   d. Consult outside resources.
   e. Involve community groups, organizations and key people.

The above statements of goals, objectives and activities clearly indicate the purpose, scope and nature of the Rural Intervention Project. Clearly stated goals and objectives are an important aspect of program design that helps to facilitate sound program operation and evaluation. Evaluation consists, for the most part, of a set of measurements of the degree to which goals and objectives are achieved.

This report is focused primarily on a process descriptive level of evaluation which helps to document the degree of satisfaction expressed by those persons concerned with the project. This level of evaluation can also be of assistance in improving the design and operation of a project or program.

With some concerted effort to continue to refine and state the goals and objectives of the project in measurable terms, the possibility of conducting a more precise level of evaluation to determine the *impact* of the continuing operation of the project would be greatly enhanced. It is hoped that the content in the remainder of this section of this report and the related appendix materials will be helpful in this regard. A concerted and thoughful application of the following concepts and principles will enhance the capacity for a more vigorous level of evaluation activity regarding the Rural Intervention Project during its second year of operation.

It is suggested that, based on the experience of the first year of operation, that a continued effort be made to refine the goals and objectives of the Rural Intervention Project in each community/area served. As envisioned by the consultant preparing this report, the goals of the Project should be within the over-all mission of PPEP.

The *mission* is a general, but clear statement of the purpose of the organization and should apply to each project, program and service of PPEP. The *goals* are clear statements of the *end results or conditions to be sought* by PPEP through the Rural Intervention Project. *Objectives* are descriptive of shorter range and more specific conditions to be accomplished in pursuit of the goals. *Activities* are a set of specific steps capable of achieving the stated Project goals and objectives. Establishing a timetable with specific deadlines related to each activity, objective and goal is essential for measuring progress during the course of project operation.

It is recommended that the Rural Intervention Project staff use a simplified management by objectives approach to planning, managing and documenting major Rural Intervention Project community development and program activities. The "Project Worksheet," which is included as Appendix C to this report, is a simplified management by objectives (MBO) instrument which can be useful in planning programs and projects in a manner which facilitates sound program operation and which also provides a good basis for documenting, measuring and evaluating results. Consistent use of this or a similar MBO instrument in the planning and operation of the Rural Intervention Project as a whole or with individual program activities, as appropriate, will greatly enhance future accomplishments and the capacity for on-going evaluation of the impact of the project.

"A Brief Examination of Program Evaluation Levels and Indicators of the Ability to Evaluate," which is included as Appendix D to this report, provides some helpful illustrations about levels of program evaluation and factors which are important to the program design, management and evaluation tasks. This may be useful in assisting the Rural Intervention Project in considering what the on-going in-house level of evaluation can and should be.

The cost of evaluation can vary considerably with the level of evaluation performed. Efforts to determine "measurement of effectiveness" and "system impact" can be quite expensive and most funding sources do not provide sufficient resources for these levels of evaluation. The costs of "monitoring," "process description" and "outcome description," however, are much less expensive. Evaluation at these levels is usually sufficient to provide the information necessary for improving program operation and for sound program management.

B. Services and Activities

The services and activities of the Rural Intervention Project are extensive. As described by the Project Director/Coordinator, the services and activities of the Rural Intervention Project during its first year of operation were as follows:

1. Current Services and Activities

Individual Counseling: The Rural Intervention Project provides individual counseling to youths and also to parents. Most of the individual referrals come through the school, juvenile court and other youths. Counseling takes place at schools, homes, parks, and activity centers. Principles of Gestalt, Reality Therapy, and Transactional Analysis are utilized in individual counseling sessions. Having a "low-key," non-threatening approach, the intervention counselors are able to establish trusting and meaningful relationships with the clientele they serve. These services were started in May, 1977.

Group Counseling: The Intervention Project utilizes group counseling frequently with: (1) youth placed in special education classes at the Junior High and High Schools, (2) with youth that continually demonstrate negative acting-out behaviors in the classroom, (3) with female adolecents who are experiencing frustrating and confusing feelings about their growth and development, and (4) with parents that are having difficulties communicating with their children and spouses. Through the use of a group setting, participants are able to receive input and feedback from others that may have experienced similar difficulties. Each participant is able to feel support from the other group members. Techniques such as role-playing, psycho-drama and interpersonal communication exercises are employed by the Intervention Counselor. This program was started in September, 1977.

Family Counseling: This type of counseling is a very important component of the Rural Intervention Project. The Intervention Counselors provide family counseling on an outreach basis within the family's home. The Intervention Counselor assesses the need for family counseling after first meeting with the youth who is experiencing problems at school or at home. The Counselor presents himself as a non-threatening, caring, friend of the youth with expertise in helping the family recognize areas of disorganization or confusion they may be experiencing. Once the Intervention Counselor is accepted by the family, the "family system" is examined and suggestions to change are offered. The Intervention Counselor tries to center on short-term family therapy when possible and remains available as a supportive person as difficulties arise. These family counseling services were started in June, 1977.

Crisis Intervention: Emergencies are always present within the scope of the Rural Intervention Project. Excessive drug usage, attempted suicides, runaways, and incorrigible behaviors frequently come to the attention of the Intervention Counselors. The Counselor goes out to the specific client's home, and community, develops a plan to calm the situation and utilize other resources as needed. The Juvenile Court, Child Protective Services and the Sheriff's Department have called upon the Intervention Counselors to intervene in stressful individual and family situations. The Counselor remains an objective, emphatic and non-judgmental person, sorting out the precipitating factors of the crisis and dealing with them in a positive productive manner. The crisis intervention services were started in June, 1977.

Community Aide Program: The Rural Intervention Project utilizes Project PPEP's network of Community Aides. In each of the Rural Communities, PPEP has an aide that is a resident of that community. The Aide is a para-professional who works with youths in recreational activities and in less serious counseling situations. The Aides are familiar with the residents of the community and are thus familiar with the problems and needs of the community. The Intervention Counselor co-leads groups with the Community Aides, refers youth to them and receives referrals from them. The Community Aide Program at PPEP enhances the Rural Intervention Project and reinforces the non-threatening grass-roots approach of the Project. This program was started in January, 1977.

Ajo Work Project: In Ajo, the Intervention Counselor has been instrumental in establishing a work program for adolecent youth. The youth are paid through a Youth Employment Program from the City of Tucson; and do such jobs as painting, landscaping, and washing windows for the physically handicapped, the elderly, or for the newly established Ajo Youth Center. The work project provides meaningful paid employment to youth who would otherwise have nothing to do after school. The Intervention Counselor works with these youth and the supervisor of the work program to continually find more meaningful job assignments. This program was started in July, 1977.

Community Aide Tutoring Program: This program was established in the Sahuarita and Continental geographic areas. The Intervention Counselor makes referrals to the Community Aide who works with Junior High and High School students. This program was started in January, 1978.

Family and Child Abuse Services: Because of the amount of child neglect and abuse, the Rural Intervention Project recognized the need for a specialized service to attend to this problem. The Intervention Project was instrumental in obtaining a Project PPEP Family Counselor through Title XX to work throughout rural Pima County with needy children and families that are facing potential and actual abuse. This program was started in December, 1977.

Planning and Resource Development: The Rural Intervention Project has spent much effort in bringing resources to the rural areas that were previously available just in the city. The Free Clinic, Planned Parenthood, Child Protective Services, and Manpower Development have been involved in sharing their programs and services with youth and families throughout the rural areas. The available resources to the communities served are continually strengthened, when possible.

Ajo Youth Center: Commencing March 1, 1978, the Ajo Youth Center began providing recreational and cultural/educational experiences to the youth of that community. The Center provides pool and ping-pong tables, pin ball, dancing and meaningful employment. The Intervention Counselor put forth tremendous efforts to raise necessary capital and to gain support of local residents. The youth also have opportunities to participate in individual and group counseling with the Intervention Counselor. Through the available programming of resources, the Ajo Youth Center intends to reach greater numbers of youth and to fill in a lot of the free time that youngsters have with meaningful activity.

Continental Community Center: Serving the southern rural areas of Pima County, the Continental Community Center was established January 1, 1978. The Community Center has been serving the rural areas with a day care center, elderly lunch program, evening tutoring program, arts and crafts center, and evening recreational programs. The Intervention Counselor has been providing parents and youth groups at the Center and involves many youngsters in the recreational program provided by Pima County Parks and Recreation. Speaking to fraternal organizations and businessmen has been a function of the Intervention Counselor to assure the future of the Center.

2. Services and Activities Completed

Training: The Rural Intervention Project Counselors have provided training not only to this project but also to the Community Aides, and other counseling programs at Project PPEP. Training in individual counseling was conducted.

Grant Writing: The Intervention Counselors have been actively involved in writing proposals to enhance needed services for the rural areas. Since the project began Project PPEP has been helped in establishing a Child Abuse Counselor, Five Community Aides, the Ajo Work Project and an Alcoholism Counselor. The Intervention Counselors are continually assessing the needs of the Rural Communities and assisting other PPEP staff in writing necessary proposals.

Teacher Training and Consultation: In Sahuarita and Marana, the Intervention Counselors have set up specific training and consultation for teachers. These sessions have focused on the behavioral problem student and ways they could work with these youth more effectively. There have been training sessions for the Junior

High teachers at Sahuarita Junior High and for the Special Education departments at Marana and Sahuarita.

Women's Awareness Group: In Marana, the Intervention Counselor set up a workshop for women of that community. She presented the various problems of single-parent families, jobs, education and family planning. There were approximately 10 women who benefited from this workshop. This took place in October, 1977.

Arivaca Camping Trip: In June, 1977, the Intervention Counselor planned an overnight camping trip for 13 youth from Arivaca. The youth enjoyed the experience. Another camping trip is being planned for the summer of 1978.

3. Services and Activities Pending

Youth Employment Programs: The Rural Intervention Project is very concerned about the number of unemployed youth in the rural areas, especially in the summer months. The Project is seeking funds for on-the-job training programs for youth between the ages of 14-19. Efforts are being coordinated with the Prime Sponsor of Employment Programs for the county. The Tucson/Pima Work Experience Program has been most cooperative in providing CETA jobs for low-income youth; however, the attempt is to reach greater numbers of youth and provide more meaningful employment.

Cinco de Mayo Celebration: In the Sahuarita and Continental communities, the Intervention Counselor along with community residents planned a celebration. The Mexican-American Community shared some of its culture with the other rural communities of southern Arizona. Much work in publicity, entertainment, booth selection and receiving donations was coordinated by the Intervention Counselor. This was the "first annual" celebration. The purpose is to increase people's awareness of the Mexican-American contribution in rural Pima County.

Summer Recreation and Counseling Groups: In each of the communities the Rural Intervention Project serves, there will be at least one recreational or counseling group going on throughout the summer months. Each Intervention Counselor will choose youth that will particularly benefit by such a group. The groups will be informal, dealing with parental, peer and sibling relationships, as well as other interpersonal communication problems the youth may be experiencing. There will also be efforts made to have more parents' groups if the need and desire are there.

University Student Placements: This year, the Rural Intervention Project plans to utilize students from the Arizona State University School of Social Work. If approved, the Intervention Project will have additional personnel involved in individual, group, and family counseling in the rural communities.

4. Intra-Agency Involvement (Other PPEP Services and the Rural Intervention Project)

Community Aide Title XX Program: As mentioned earlier, the Community Aide Program is an important aspect of the Rural Intervention Project. The Aides, who reside within their respected communities, work hand-in-hand with the Intervention Counselors and provide recreational activities for many youth as well as some counseling.

Manpower Development: PPEP's manpower development programs are an important component and resource for the Rural Intervention Program. Youth are referred to this for jobs, GED placement, and vocational training. This program also helps youth with part-time jobs as they attend school throughout the year.

Child Abuse Counselor: The Intervention Counselors refer Title XX eligible clients to the child abuse counselor for specialized services. This Counselor is PPEP's liaison person to Child Protective Services and also consults with the Intervention Counselors regarding abuse cases that are not eligible for Title XX.

Alcoholism Counselor: Under a special grant, PPEP has recently hired an alcoholism counselor to handle this special problem area for the entire rural areas of the county. Consultation and treatment plans are coordinated for families in need and desirable of this service.

Nutritional Services: PPEP has a full-time nutritionist on its staff. The Intervention Counselors utilize this resource regularly with many of the low-income families served. This resource has been of particular help with pregnant women, especially adolescent women.

Consumer Education Specialist: This service is utilized when families may be having problems with health and safety of their homes. The consumer education specialist investigates high utility bills or lack of maintenance by landlords. This has been very helpful in addressing the physical needs of low-income clientele.

Rural Transportation Services: PPEP has a rural transportation system that has been very important to the recreational and cultural/educational programs. The transportation system transports youth of Title XX eligibility into the city for medical, social, recreational, or educational programs.

Other PPEP Services: PPEP also has services for migrant farm workers, including a housing corporation to improve the quality of life for many farmworking families. All of the staff at PPEP utilize each other and the Rural Intervention Project staff receives referrals from and makes referrals to the other programs.

5. Inter-Agency Cooperation (Other Agencies and the Rural Intervention Project)

Pima County Juvenile Court Center: In each of the rural communities the Intervention Counselor works with the Probation Officer who is responsible for that geographic community. Youth that are referred to the court for status offenses are referred to the Intervention Counselors to deal with their presenting problems. For those cases that need on-going family counseling the probation officers refer to the Intervention Counselors also.

Child Protective Services: The Intervention Counselors work with Child Protective Services and do on-going family counseling when necessary. Also, referrals are made to this agency as required by law.

Free Clinic: The Free Clinic is utilized for physicals of youth, pregnancy counseling and testing. Clinic staff have cooperated very well and have visited the schools for special presentations by the Intervention Counselors.

Planned Parenthood: This organization has been valuable to the Rural Intervention Project for educational materials utilized in the schools, pregnancy counseling and birth control. The staff are non-threatening and have a low-key approach with the clients referred to them.

Tucson/Pima Youth Employment Programs: Along with the PPEP in-house Manpower Development Program, the Intervention Counselors work with this County employment service. They provide many jobs for youth that are CETA eligible and have been very valuable for summer youth employment programs.

Open Inn Runaway Center, Autumn House, and Springboard: The Intervention Counselors have made many referrals to these organizations to provide shelter care to youth that run away from home. They also involve the families and provide crisis-intervention counseling.

Time Out Program: This program has provided emergency foster homes to youth that have been abused or potentially abused. Youth are referred to this program when it is determined that a group home facility may be inappropriate.

Creative Learning Systems: This organization has assisted the Rural Intervention Project in working with some youth and parent groups. Their expertise in developing groups or co-leading groups is utilized.

Pima County Sheriff's Department: The Sheriff's Department has been very cooperative in referring families to the Intervention Project that continually come to their attention. The Intervention Counselors also work with the School Resource Officers (SROs) placed in the schools to deal with youth that are having behavioral problems.

The services and activities described above represent an excellent mix of remedial treatment and community development services. It is often difficult for a person trained in the skills of remediation to also work effectively in the arena of community development. PPEP is fortunate to have, as staff for the Rural Intervention Project, three Intervention Counselors who are well trained and skilled professional counselors who are also capable of functioning as change agents in the community development process. The range of service options and skills available through the Rural Intervention Project staff, other PPEP staff, and the other service resources cooperating with the Project allows considerable flexibility in responding to the needs identified in each community/area served by the Project.

The consultant conducting this assessment found that very positive attitudes were held by those persons interviewed in the communities/areas served by the Project as a result of the individual, family and group counseling and crisis intervention services performed by the Intervention Counselors. Generally, there was real appreciation among those who have made referrals to the Rural Intervention Project of the responsiveness, the promptness, the follow-up and the ability of the staff to relate to young people. These are positive strengths of the Rural Intervention Project that deserve recognition.

The following comments about the Rural Intervention Program were received from a representative of the Pima County Juvenile Court during the assessment process. Additional comments received from persons interviewed are included in a later section of this report entitled "How Persons Interviewed View the Project." These comments are included

here because they speak directly to the scope, nature and quality of work by the Rural Intervention Project.

> I think the fact that a child who is a potential candidate for the court system now has a buffer betweeen him/her and the court is good. Having someone they can talk with and possibly resolve some problems before they really get in trouble is helpful. For example, an awful lot of kids that may be on the verge of running away, if they know that they can talk to the Counselor in confidence, they will do it. I don't know of a kid yet that has run away without the intent of coming back home or wishing that they could have solved the problem without running away. Even problems like smoking marijuana, drinking and tnings like that which could result in a youth being referred to the court can sometimes be resolved. It's in the area of prevention and diversion. If the Rural Intervention Counselors were not there, then we would see a lot more kids being referred to the court...
>
> Project PPEP, on the whole, has staff that are extremely people oriented, whether they are working with youth or adults. They have a firm belief that they can offer people ways to improve their lifestyle. And, if you look at their record, they have done it. I think the most unique thing about them is what a lot of other programs lack, the ability to create and then get the hell out and let the community own it. A lot of the programs that PPEP has done, you don't see PPEP's name on them, but when they left they also left the people with the skills that if another issue comes up they can, basically, take care of it themselves. To me that is extremely important. In a sense, I see the Rural Intervention Counselors doing the same thing. If they can go in and help to identify the problems and help to provide the services directly, or help people to know that they can go to another agency and get the service they need, then they have done their job....

Throughout the remainder of this report, several additional observations, suggestions and recommendations will be offered, which may be helpful in further refining and improving the design and operation of the Rural Intervention Project.

The ability to perform crisis intervention services is an important component ofthe Rural Intervention Project. This is especially so in the rural areas where there are no other such service resources. Effective crisis intervention by the Project staff can, and does, contribute directly to achieving the objective of providing services which

will assist youth and their families, within the community, in a way that will make referral to the Juvenile Court unnecessary. Skillful crisis intervention may be helpful in resolving a stressful situation without removing a youth from his/her home, or may be helpful in preventing the situation from becoming any worse until it can be resolved without intervention by an official juvenile justice system agency.

A person or family in crisis is often more susceptible to the influence of a professional "helping person" at the time of the crisis than they might otherwise be.

> The major observation, worthy of note because of its implications for social work practice, is the fact that the person or family in crisis becomes more susceptible to the influence of 'significant others' in the environment. Moreover, the degree of activity of the helping person does not have to be high. A little help, rationally directed and purposefully focused at a strategic time, is more effective than more extensive help given at a period of less emotional accessibility. In addition, the helping person needs to view himself as intervening in a social system as part of a network of relationships and not as a single resource. These considerations raise important issues for the activities of all helping professions, not only for social work. There is a need to develop programs and skills that are geared to making help rapidly available at times and places where a state of crisis may develop. Only then can preventive or corrective intervention be maximally effective. 7

The above theory is directly applicable to the experience of the Rural Intervention Project and is also consistent with the intent of the JJDP Act, which advocates treating the youth in the "least restrictive alternative appropriate to the needs of the child and the community."

Although the Rural Intervention Project is not identified as a Youth Service Bureau (YSB), some of the key concepts normally associated with the conceptual design and operation of YSBs are apparent in the stated purpose goals, objectives and services of the Rural Intervention Project. The concepts of service brokerage, resource development and systems

modification are consistent with the purpose and some of the program activities of the Rural Intervention Project to date. Programs that carry out such functions are normally considered to be and are identified as community-based delinquency prevention programs.

> Service Brokerage. The Youth Service Bureau bridges the gap between available services and youth in need of them by referral and follow-up. It acts as an advocate of the child to see that he gets the service he needs, and it strives to avoid any suggestion of stigma so that those in need of assistance will not be reluctant to seek it. However, it does not intervene in the lives of children and their families if its services are not wanted. By receiving voluntary referrals and making referrals to other agencies, with the consent of the child or his parents, the YSB can free court intake departments and probation officers to deal with more serious offenders. It can prevent minor behavior problems from reaching serious proportions and can keep within the community the responsibility for--and the solution to--behavior problems. Furthermore, it avoids associating the minor offender with sophisticated delinquent youth. All this is possible, however, only if law-enforcing agencies, parents, the general public, and youth itself have confidence in the quality of service delivered.[8]

It is important to understand that the major concept which underlies the service brokerage function is not just information and referral. It is instead a vigorous role of serving as *an advocate of the child and/or family to see that he/she/they get the services needed.* The key concepts here are *need, resources, referral, advocacy* and *follow-through.*

> Resource development. It is of little value merely to divert a youngster from the justice system unless the resources he requires to stay clear of it are identified and supplied. Therefore the Youth Service Bureau works with citizens in developing new resources where they are lacking..., the bureau encourages exisiting agencies to expand their programs or develop specialized services for disadvantaged youth. The bureau works to strengthen these agencies rather than attempting itself to fill the gaps; it obtains data on gaps in youth services but passes the information on to whatever authority has responsibility for establishing priorities.

> Systems Modification. There is little sense in helping a young person adjust to home, school, and community difficulties without also intervening to change the conditions that create them. Therefore the Youth Service Bureau seeks to modify, in established

> institutions, those attitudes and practices that discriminate against troublesome children and youth and thereby contribute to their antisocial behavior. It constructively challenges public school and agency procedures that affect youth adversely and it guides citizens and groups in fact-finding and fact-dissemination. It is the bureau's job to educate, to consult, to demonstrate, and to resort when necessary to political pressure to see that resources and institutions are responsive to needs. 9

The services provided by the Rural Intervention Project are similar in scope to the "Service Options of Remediation" and the "Service Options of Prevention" as identified in the article, "Defining and Operationalizing Prevention - A Major Human Services Task," which is included as Appendix E to this report. A second article entitled "Excerpts from Juvenile Justice And Delinquency Prevention," a 1976 report issued by a national task force commissioned by LEAA to further the work of the National Advisory Commission on Criminal Justice Standards and Goals, is also included as Appendix F to this report. This article defines and describes the often used terms of "primary," "secondary," and "tertiary" prevention.

It is important to recognize that the "Service Options of Remediation" and the "Service Options of Prevention" as described in Appendix E to this report are not mutually exclusive. There can be a useful mix designed into a project or program. The choice of service options, however, should be made on the basis of the purpose, goals and objectives of the project. This has and is being done in the Rural Intervention Project. Often in human service programs the service option is seen as the focus of the program. For example, we often hear of a "counseling agency." In that instance, the client must adapt to the service option available if that organization is to be utilized.

One of the greatest and continuing challenges being faced by any community-based delinquency prevention program is how to define and fully

operationalize concepts of "prevention" to achieve the greatest possible benefit from available resources. There are many points of view and little agreement in the field of juvenile justice about how to prevent delinquency. Delinquency prevention is a difficult goal to achieve. The problems of delinquency in rural Pima County are very real. The questions of "What can the Rural Intervention Project do to help prevent and/or reduce delinquency?" and "How can it be accomplished?" are important questions to consider in the continuing efforts of the Rural Intervention Project.

In an effort such as the Rural Intervention Project it is crucial that the service options chosen are appropriate for achieving the results that are desired. While it is probably sound for the Project not to rule out the use of any of the above mentioned range of service options in its search for ways to work effectively with and for young people, it is obvious that some strategic choices have to be made in the interest of sound management of limited resources. Specifically, care must be taken to assure that staff do not become over-extended as the Project is continued and future services and activities are developed and undertaken. This observation applies to the Project in general and also to the specific design of the program in each community the Project serves.

In considering specific program designs for prevention it is important to identify and view each factor (or problem) believed to contribute to delinquency in a specific community (for example: peer pressure, lack of maningful employment opportunities for youth, family structure breakdown, youth-adult communication, lack of opportunities for youth involvement in decision making processes that affect youth, etc.) in relation to the following questions:

1. Is this factor something an individual young person can control, or is it a situational matter that is beyond the control of that individual?

2. In order to do something about this factor, do your program strategies emphasize attempting to change the behavior of a young person or group of young people, or should they emphasize trying to change the behavior of an adult or a group of adults?

3. In order to carry out these strategies, will you need to use individual remediation skills, or will you need to use community and organizational change skills?

Careful analysis of the factors believed to contribute to delinquency in a specific community, with people who live in that community, in the manner suggested by these questions is one way of beginning to identify and analyze the beliefs that people in that community have about delinquency. The information resulting from this process is useful in considering the nature and emphasis of the Rural Intervention Project's program activities. It can also provide some useful indicators for serious consideration about the way limited staff and financial resources are used.

It would be useful to conduct this process with a number of youth and adults in each community served by the Project to compare the "beliefs" of youth to the "beliefs" of adults. This would help indicate how young people view local delinquency problems and also how they view the community in which they live. Analysis of such perceptions, when compared with views held by adults in the same community, would give some indicators for community development program activities, which could result in new opportunities for youth and adults to work together in areas of common concern and understanding. It is always a very enlightening experience for young people and adults of all ages to find out what each other really thinks and to see each other as mutual resources for problem solving.

An important factor in the community development approach to delinquency prevention is that individuals in each area/community, both youth

and adult, have a meaningful opportunity to become involved in the process of establishing program priorities and creating and/or changing conditions that affect them. It is extremely important to recognize that the Rural Intervention Project cannot do this "to" or "for" a community. It can, however, facilitate the process and serve as a helpful and guiding resource which enables persons within a community to identify and resolve their own problems through a positive process of "community" planning and action.

It is probable that, at times, the people who become involved will be most concerned about creating and providing recreational opportunities for youth. At other times the concern may be more about developing job opportunities or reducing school problems, such as truancy, absenteeism and dropouts. Other people will likely be most concerned about planning specific programs to reduce vandalism or other overt juvenile delinquency offenses.

No program should be developed just because it sounds like a good idea, or just because some individual, organization or agency wants to do it, or because similar programs have worked well elsewhere. Each individual program or resource should be developed to serve a specific and identified need.

It is recommended that the Rural Intervention Project seek to further develop and establish its role as a delinquency prevention/youth development resource throughout rural Pima County. The challenge facing the Rural Intervention Project is not that it prevent delinquency or solve all of the problems affecting youth in rural Pima County by itself. To expect such a result from this one Project with limited staff and financial resources would be both inappropriate and unreasonable. As a result of its past and current efforts, however, the Rural Intervention Project/PPEP has gained much knowledge about juvenile delinquency in rural Pima County.

This experience includes a broad base of knowledge about both the problems which negatively affect young people, the services available to assist young people, and the opportunities which are available to youth for meaningful involvement.

As envisioned by the consultant preparing this report, *the task facing the Rural Intervention Project can appropriately be described as learning from and building on these experiences to become a continuing and viable resource which challenges and assists each agency, organization, and concerned individuals within the small communities and rural areas of Pima County to discover new ways of preventing delinquency and promoting the well-being of their young people.*

This challenge can be summed up by asking: *How can resources within and available to each community/area of rural Pima County be mobilized, engaged, enabled and assisted to work cooperatively and collaboratively together in discovering ways to prevent delinquency, provide needed youth services and provide positive and meaningful opportunities for youth development?*

A basic assumption reflected by the above question is that juvenile delinquency and its prevention are community problems and responsibilities, and both the contributing factors and the solutions are to be found in the community.

C. Community Relations

Throughout the interviews with people in each community/area served by the Project, it was apparent that the Intervention Counselors have expended considerable effort to develop and maintain good working relationships with clients, other interested individuals and representatives of

other human service resources that relate to each community. Many of the comments received about the project and the staff, during these interviews, were impressive and indicate that the purpose of the project is generally understood and accepted. Also, the Intervention Counselors are seen as very positive resources by those persons who are familiar with their efforts. The staff have been successful in establishing positive and trusting relationships and have clearly communicated the purpose of the Project so it is understood by others.

A review of the implementation and operational activities of the Project reveals a concerted effort to determine the need for and to provide services and activities which are consistent with the specific and identified needs of each community. This approach to project implementation and operation has been an important factor in the development and maintenance of the good community relations for the Project which currently exist.

During the initial months of project implementation, the Intervention Counselors visited with people in each community/area to determine what needs and resources existed in each area and what services offered through the Project might apply. Numerous contacts were made with civic organizations, law enforcement agencies, human service organizations and individuals. These contacts served to inform people in each area about the Rural Intervention Project and also helped to specifically orient each Intervention Counselor to many of the individuals and the different needs and resources of each community.

Three important aspects of a program's community relations are its visibility, credibility and efficacy. These terms are defined and described in "Relating to the Community" which is included as Appendix G

to this report. The Rural Intervention Project has excellent visibility in the Sahuarita and Ajo areas. Visibility is also present, but to a much lesser degree, in the Marana area. Project visibility in the Marana area has been increased considerably during recent months. The degree of visibility of the Project in each community/area is in direct relation to the scope and nature of the Project's activity in each area.

Based on the comments received during the assessment interviews, it is also apparent that the Project has established credibility in relation to the services and activities undertaken in each community and the perceived competence of the Rural Intervention Project/PPEP staff in carrying out these activities.

Efficacy takes longer to achieve, but if the Project continues to develop and operate as well throughout the second year as it has the first year, its efficacy can be well established through continued tangible accomplishment of clearly stated goals and objectives for Project operation in each community/area served.

D. Youth Involvement

As stated in the introduction to this report the definition of a "community-based" program or service, as outlined in Section 103 (1) of the JJDP Act, includes "community and consumer participation in the planning, operation and evaluation" of such programs.

Meaningful and effective youth involvement are attractive concepts which are often talked about but seldom achieved. Several approaches to implementing the concept of youth involvement are described in "Youth Involvement," which is included as Appendix H to this report.

It is of vital importance that the Rural Intervention Project

activities continue to be relevant to the needs of youth in rural Pima County. Opportunities for "meaningful" youth involvement in any community, as perceived by youth, are extremely limited. The communities throughout rural Pima County are certainly not exceptions to this.

It is recommended that a systematic and sustained effort be made to further develop and maintain significant youth (and parent) involvement in the planning, operation and on-going evaluation of the Rural Intervention Project. Some project activities, more than others, lend themselves to creating "significant" opportunities for youth and adult citizen involvement. The community development philosophy subscribed to by the Rural Intervention Project/PPEP is an excellent approach to community problem solving which offers such opportunities for involvement.

The authors of Juvenile Delinquency Programs, a 1974 evaluation of the literature on policy related research on the effectiveness of prevention programs, present some important views in this regard.

> ...We are beginning to recognize that delinquency prevention involves many factors...
>
> However, some methods of delinquency prevention or reduction are more effective than others. Educational and vocational projects, community treatment programs, the use of volunteers and nonprofessionals, and youth service bureaus all show some sign of effectiveness. Further evaluation and documentation of this effectiveness is needed, however...
>
> We must be willing to engage in risk-taking by trying out new programs. A large amount of anecdotal evidence indicates that people do respond to responsibility when given an opportunity to play leadership roles, to make decisions for which they are accountable, and to take charge of their own lives. Young people have demonstrated that they are capable of learning how to make mature, responsible decisions. 6

The Intervention Counselors are currently working to organize Rural Youth Councils in the Sahuarita and Marana areas. If these efforts are productive, some significant new opportunities for youth involvement will

be created. Parent involvement in this process could/would also be of benefit. Care should be taken, however, to design and manage the involvement to accomplish a positive youth-adult experience. An important concept to be developed in this approach is that both youth and adult participants have a meaningful opportunity to become involved in the process of establishing program priorities and creating and/or changing conditions that affect them. As mentioned earlier in this report it is always a very enlightening experience for young people and adults of all ages to find out what each other really thinks and to see each other as mutual resources for problem solving.

When such experiences are generated in a positive fashion, they can result in a significant "community problem solving process" which promotes and helps to establish youth development/delinquency prevention efforts with a broad base of community support and enthusiasm.

Overreliance on "adult wisdom" is a characteristic of many communities, a practice which tends to prevent the development of respect for the opinions of young people as consumers of the service provided by resources which exist for their well-being. When this occurs, it results in: (1) a valuable resource for positive change not being used; (2) youth oriented organizations not being as relevant to the needs of young people as they could be; and (3) an opportunity to allow and encourage young people to become responsibly and meaningfully involved in a process that can be significant to and for them being lost.

This observation suggests that an effective approach to preventing delinquency and/or creating positive opportunities for youth development must involve many people working together, including young people. Youth represent a resource for problem solving that is often overlooked. *Young*

people and adults can form a creative partnership to discover ways of promoting the well-being of youth in a community. It is unfortunate that most adults see youth as "the problem" rather than as a resource for problem solving. When the condition is created where youth and adults see each other as mutual resources for problem solving, it can be, and usually is, a meaningful and productive experience for all who are involved in the process. This condition does not happen by accident. It is a process which must be carefully developed and implemented so it will produce a meaningful result for the participants. Once a "successful" experience has been achieved, it becomes easier for youth and adults to continue to work together in areas of mutual concern and interest.

E. Organization and Staffing

The Youth Coordinator of Project PPEP is responsible for the overall program planning and administration of youth services and programs for PPEP. In this capacity he serves as the Project Director for the Rural Intervention Project and is accountable directly to the Executive Director of PPEP. He also serves as one of the Intervention Counselors for the Project. His time is devoted approximately 30% to administration activities and approximately 70% to work in the field as the Intervention Counselor for the Sahuarita area.

The other two full-time project staff are the Intervention Counselors for the Marana and Ajo areas. These Counselors are accountable directly to the Project Director and work under his general supervision.

The Project also receives the services of a one-quarter-time secretary. She is accountable to the Project Director for work regarding the Rural Intervention Project.

Due to the nature of the Rural Intervention Project and the logistics of the geographic area served, it is necessary that each Intervention Counselor be able to function on a semi-independent basis without close day-to-day supervision. Each Counselor is responsible for covering a geographic area of approximately 700 square miles.

The Project Director/Intervention Counselor serving the Sahuarita area was employed on May 15, 1977. The Intervention Counselor working in the Ajo area was employed on July 15, 1977. The initial Counselor in the Marana area began work on May 24, 1977, but left the position effective at the end of February, 1978. A new Intervention Counselor for the Marana area was employed effective March 1, 1978. This was the status of the Project staff as of the end of the first year of project operation on May 30, 1978.

As listed in the job description for the Rural Intervention Counselors, the nature of the work and the primary duties and responsibilities are as follows:

Nature of Work:

This employee will be involved primarily in providing direct counseling services to those youth and their families in rural Pima County who have a potential for the development of incorrigible and/or delinquent behavior. The counselor will be mobile, providing services in the rural communities, in the schools, and in the client's homes.

Primary Duties and Responsibilities:

1. Will provide crisis intervention, short-term therapy and group counseling to rural youth.
2. Will provide individual and family counseling on an outreach basis in the client's home environment.
3. Will provide information and referral as appropriate.
4. Will work with youth in the school setting and facilitate open communication between those youths and school officials and/or teachers.

5. Will act as advocate for rural youth in receiving necessary services or in developing appropriate relationships with others.

6. Will work closely with Project PPEP staff and Community Aides that live within the communities.

7. Will coordinate activities with local schools, Sheriff's Department, community centers, and community leaders.

8. Will keep case records of youth and families served as well as necessary statistics to assist in compilation of quarterly and final reports.

9. Other duties as assigned.

The Intervention Counselors meet approximately every two weeks with all of the PPEP Counselors, and coordinate with and work with other PPEP staff as needed and appropriate. The Project Director meets individually with the other two Intervention Counselors approximately, but not always, once a week to supervise and to exchange necessary job related information. Normally, he meets with the Ajo Area Counselor on Mondays and the Marana Area Counselor on Thursdays.

The Rural Intervention Project staff have not met regularly as a staff unit. Attempts were made to meet on a monthly basis, but this schedule was not maintained because of the logistical difficulties of getting all three staff members together at the same time. Because each of the three works in several different communities/rural areas of Pima County which are separated by considerable distance, and because of the nature of the job pressures of workload management in each of these areas, staff meetings with all three present have not been regular. As indicated to the consultant conducting this assessment, the PPEP Counselor meetings have been helpful, but it is observed that these meetings do not provide adequately for the staff development needs of the Rural Intervention Counselors. The absence of regular Project staff meetings, as indicated above, seems to

be, at least in part, due to a reluctance to take time away from other pressing responsibilities and in part due to some uncertainty about how to overcome the operational logistics to develop a teamwork approach.

One of the most important operational responsibilities of a Project Director is to develop and manage the staff resources available to carry out the required project activities in the most effective manner possible. This requires a basic awareness of the skills, capabilities, interests and relationships of each individual staff member. Also needed is an awareness of the staff development needs and potential of the staff members, both individually and as a group.

The capabilities of the Rural Intervention Project staff could be strengthened with more of a teamwork approach. One impression received by the consultant is that staff, to a degree, have essentially "done their own thing" without the level of reinforcement and support that could be developed with more of a "teamwork" style of Project operation. The logistical problems that will have to be overcome to accomplish this are considerable, but it can be done. During the individual interviews, each staff member seemed to indicate a desire to move beyond this beginning experience to develop a greater capability to fulfill the purpose of the Rural Intervention Project.

It is suggested that a systematic schedule of Project staff meetings be established to facilitate (a) sharing necessary job related information, (b) working together to resolve operational problems and (c) reviewing current activities and planning for future program consistent with the purpose of the Rural Intervention Project and the over-all mission of PPEP. Each meeting should have a specific agenda and objectives to be accomplished.

It is also suggested that the staff meeting for addressing operational concerns and problems and the meetings for developmental planning important for the future of the Rural Intervention Project be conducted at different times. If this content separation is not made, the urgency of resolving operational concerns may prevent the needed discussion, planning and program design activity important for long-range development. These meetings need not be time consuming. Brief, well planned and conducted meetings should be adequate.

It is recommended that an in-service staff development program be undertaken to systematically build and most effectively use the Rural Intervention Project/PPEP staff capacity to achieve the full potential of the Rural Intervention Project as a delinquency prevention/youth development resource. It is suggested that a major portion of this effort be devoted to the concepts and strategies of a community development approach to delinquency prevention. At best, such a program of staff development should be closely related to the tasks that are being performed by members of the staff team. Such a program might be organized around the following:

1. Concept development
2. Management skills
3. Technical skills
4. Relationship skills

The concept development skills area includes the ability to translate theory into specific program design to accomplish the desired goals and objectives. The management skills area includes such matters as planning, management by objectives, team building among staff and proposal development. The technical skills area includes a wide range of skills needed to carry out various aspects of training, program and organizational development

strategies. These are skills which few human service professionals have developed or use. The relationship skills area includes group leadership, conducting effective meetings, engaging people (both youth and adult) in problem solving, etc.

The suggestions offered here are intended to present the challenge to develop an atmosphere in which people can freely verbalize their concerns, overcome any interpersonal obstacles which may prevent them from getting their jobs done well, and participate cooperatively in building the current and future program efforts of the Rural Intervention Project.

It can be useful at times to engage a skilled facilitator from outside the agency who has no personal ties with any staff member and no past experience with the program to assist in team building. Such people can be identified with little difficulty in an urban area like Tucson. Often a trainer or mangement consultant from a local industry or business will work with a human service agency in this regard as a public service.

To enter into this kind of experience involves some risk because each member of the staff, to make it useful and productive, needs to learn to share feelings, confront others constructively, and have his/her own behavior confronted to move toward more effective ways of working together. Effective team building does not happen by accident. It takes careful planning, commitment and a lot of hard work.

Actually, this kind of team building experience not only enables a staff team to function better internally, but it can become part of the staff development program. The interpersonal skills that can be learned through team building are also skills which can be applied in the delivery of programs and services. They are basic skills in relating to both youth and adults and to other human service professionals as well.

Many of the considerations discussed above relate to developing skills for working in the areas of prevention and community development. When a new program enters this somewhat unexplored arena on an experimental basis, it is discovered rather quickly that some of the more familiar methods of remediation do not apply. This creates problems for staff as they give shape to their jobs and as they attempt to interpret their program to others in the community.

The consultant found the Rural Intervention Counselors to be committed to pursuing the direction the Project has taken, but understandably desirous of increasing their skills in the pursuit of the project's goals and objectives. It should be reiterated, though, that some good experience has been gained in the operation of the Rural Intervention Project to date which can be built upon in the months ahead.

The skills needed to pursue the service options of prevention and community development fall into several areas. They can be placed upon a continuum with the skills needed for remediation, and at several places they will coincide. Generally speaking, interpersonal skills are common to both remediation and community development as are some management skills. It frequently happens that a remedial need of an individual, a family, or a group of young people points to or becomes the occasion for a community development service.

For example, a critical situation involving a youth or group of young people may occur, calling for crisis intervention skills to respond to the immediate situation. As the crisis subsides and underlying factors begin to become clear, other skills may be called upon to deal with those factors. These might include the skills of:

1. Problem analyst
2. Community assessor
3. Planner
4. Researcher
5. Community organizer
6. Mediator
7. Facilitator
8. Organizational development consultant
9. Trainer
10. Parent educator
11. Advocate

A well designed staff development program will address these areas on a systematic basis to assist staff in becoming more familiar with and experienced in the skills needed. Various staff members already possess skills in some of these areas. An inventory of the staff skills can be useful to identify both strengths and gaps.

One approach to this would be to have each staff person list the five or more areas in which he or she perceives himself/herself to be most competent. These lists could be shared within the group, and the perceptions of the other staff members about each person could be added. With this identification of strengths a chart could be developed with the skill areas across the top and the names of staff persons down the side. With this kind of matrix the blocks can be filled in to pinpoint the staff's identified skills. The blank squares show skill deficits. This can become the beginning of a plan both to support the continuing development of the strengths and to overcome the deficits.

One operational principle is that it is not necessary for the Rural Intervention Project staff to possess all the skills necessary to achieve the Project's objectives. Rather, the staff can carry a facilitating role to engage others in the community with needed skills to join an *ad hoc* team to carry the appropriate tasks. Thus some on-the-job-training can result for the Project staff as they work with these persons.

As skills needed to carry out necessary tasks are identified, a systematic approach to staff development can be undertaken. The staff team can create some of its own approaches to skill development. When this is not possible, there are numerous other options to be selected. A variety of training programs are available locally, regionally and nationally.

A valuable resource located in Madison, Wisconsin is the national office of the American Society for Training and Development (ASTD). This organization provides training and a wide range of materials, publications and audio-visual aides related to community development training and organizational development. Local chapters of ASTD include a number of people engaged in human resource development in a variety of public and private settings. Relationships can be developed with persons who can be called upon to assist with staff development.

The point being made is that opportunities for skill building are available and others can be created with some imagination and a careful seeking out and use of the possibilities that exist.

F. Budget

The first year grant, as approved by PAG and ASJPA provided a budget of $50,672 for the Rural Intervention Project. This budget included $41,622

for salaries and fringe benefits for the project staff, $5,400 for necessary staff travel, $450 for consumable office supplies, and $3,200 for occupancy, telephone and staff training costs.

The approved second year grant provides a budget of $50,202 for the continued operation of the project. This second year budget provides $40,804 for the salaries and fringe benefits for project staff, $5,940 for necessary staff travel, $450 for consumable office supplies and $3,008 for occupancy, telephone and staff training costs.

G. Project Statistics

Table I illustrates the volume and sources of new client referrals received during the first year of operation of the Rural Intervention Project.

TABLE I

REFERRAL SOURCES OF NEW CLIENTS
(May 1977 through May, 1978)

Source	Number	Percent of Total
Juvenile Court	80	15.2%
Law Enforcement	17	3.2%
Schools	126	24.0%
Self	168	32.0%
Parents	40	7.6%
Department of Economic Security	16	3.0%
Other	78	15.0%
	525	100 %

The data in Table I is compiled from the Quarterly Project Progress Reports, as submitted to ASJPA, covering the first year of project operation. The primary focus of the Project has been, and is, to provide services to

youth and families, and to assist in the development of local resources which will make referral to the Juvenile Court unnecessary. The fact that 24.0% of the referrals came from schools is a clear indication that school personnel have come to see the Project as a useful resource. Also, the fact that 39.6% of the referrals were made directly by youth themselves and by parents is a good indication that the Project is seen as a helpful and available local resource in the communities/areas served. The "other" category includes referrals from such sources as churches, community leaders, other PPEP staff, other clients, neighbors, relatives, the Free Clinic, Big Brothers and the Manpower Work Program.

Table II illustrates the statistical breakdown of client contacts by quarter for the first year of Project operation. This table illustrates the racial, sex, and age characteristics of clients served, and also indicates the type of counseling provided. Table III is a breakdown of the type of counseling provided by geographic area served for each quarter of the first year of Project operation.

These statistics are helpful in illustrating the scope and volume of client service activity for the total Project and in each geographic area served. It is important to understand that the data in these two tables reflects the number of "client contacts," and not the number of new clients. The figures for "individual" and "group" counseling represent the total number of "contacts" in each quarter and for the total year. The numbers in the "family" counseling category does not represent the number of individuals seen, however, but does reflect the number of <u>families</u> with which contacts were made. It is suggested that these statistics would be a more accurate reflection of the actual workload of each Intervention Counselor, and of the Project as a whole, if the number of individuals worked with in each

TABLE II

RURAL INTERVENTION PROJECT

STATISTICAL BREAKDOWN OF CLIENT CONTACTS BY QUARTER
(May 1, 1977 - May 31, 1978)

Category	First Quarter (5/77-9/77)	Second Quarter (10/77-12/77)	Third Quarter (1/78-3/78)	Fourth Quarter (4/78-5/78)	Total for Year
Number of Client Contacts	456	763	815	764	2,798
Sex:					
Male	242	441	389	364	1,436
Female	214	332	416	400	1,362
Racial Breakdown:					
Anglo	229	458	507	437	1,631
Mexican-American	162	185	196	181	724
Native American	47	82	35	141	305
Black	18	38	77	5	138
Type of Therapy/ Counseling:					
Individual	192	320	216	145	873
Group	172	312	452	513	1,446
Family	92	131	150	106	479
Age Breakdown:					
18 and over	20	45	45	52	162
17	78	97	75	65	315
16	85	134	163	117	499
15	83	162	140	132	517
14	75	117	168	166	526
13	64	148	170	142	524
12	28	36	43	65	172
11	15	13	4	16	48
Under 11	8	12	6	9	35

SOURCE: Project PPEP, Rural Intervention Project

TABLE III

RURAL INTERVENTION PROJECT

TYPE OF COUNSELING BY GEOGRAPHIC AREA AND QUARTER PERIOD

AREA	TYPE OF COUNSELING	MAY, 1977 through SEPTEMBER, 1977	OCTOBER, 1977 through DECEMBER, 1977	JANUARY, 1978 through MARCH, 1978	APRIL, 1978 through MAY, 1978	TOTALS
Ajo	Individual	40	92	62	60	254
	Group	19	48	48	55	170
	Family	10	27	55	33	125
Ajo Totals		69	167	165	148	549
Marana	Individual	77	139	65	39	320
	Group	37	40	66	244	387
	Family	50	40	35	50	175
Marana Totals		164	219	166	333	882
Sahuarita	Individual	75	69	109	46	299
	Group	116	219	340	214	889
	Family	32	64	60	23	179
Sahuarita Totals		223	352	509	283	1,367
Project Totals		456	748	840	764	2,798

SOURCE: Project PPEP, Rural Intervention Project

48.

family were also indicated.

It is also important to recognize that these client service statistics do not reflect the community organization and community development activity of the Project staff. This type of activity, which does not lend itself to "client data," is an important part of the Project. Activity of this type fluctuates depending on the nature of the current needs and/or involvement of the staff in each area served.

H. Additional Information About Project Implementation

The first "year" of operation for the Rural Intervention Project was from May, 1977, through May, 1978. The three Intervention Counselors provided for in the project budget were recruited, hired, oriented and began working during the first quarter. Work was begun in both the Sahuarita and Marana areas in May, 1977, and in Ajo in late July, 1977.

Because all three Intervention Counselors were new to the communities/areas to be served, it was necessary for each of them to take time to visit and become familiar with the needs and resources of each area. These initial efforts included efforts to contact and establish working relationships with individuals and agency resources located in and/or serving each area. The level of satisfaction expressed by those persons interviewed about their experience with the Project is a good indication that the expectations that were established in each area during the early stages of Project implementation are being met.

Due to the fact that the Ajo Intervention Counselor was not employed until July, it was not possible to make some of the desirable contacts with school personnel until they returned from their summer vacation schedules. By the end of the first quarter, however, the Project was fully operational in each area served.

For the next several months the Intervention Counselors focused on furthur establishing the Project, identifying specific needs in each area served, establishing effective and productive working relationships with clients and with other human service agencies and other community resources. The services which were established and the special projects which were undertaken then and throughout the remainder of the first year of Project operation are described in the "Services and Activities" section of this report.

Beginning with the third quarter of operation there was a change of Intervention Counselors in the Marana Area. It was necessary for the new person to take time to learn about the communities, including the problems affecting youth and the resources (or lack of resources) available in each area. Also, it was necessary for her to establish her own working relationships with clients and other resource persons. After the staffing transition was accomplished, the new Intervention Counselor began to focus more on outreach to work with families and with the Junior High and Elementary Schools than was the case before. The outreach efforts were also extended to work with some clients in the community of Catalina.

By the fourth quarter of project operation, the Project was receiving an increasing number of referrals from the Pima County Juvenile Court Center and from the local law enforcement agencies in each area. Also, by this time, the Project had served far more than 300 youth, as proposed in the approved first year grant application.

Many good personal and professional working relationships and trust have been established by the Rural Intervention Counselors. They have worked hard and with a good degree of accomplishment to shape the Project activities to the specific needs of each community/area served.

Persons interviewed in each area stated that they see the Project as a valuable resource and would like to see the services expanded in the future. Many people stressed the value of having such services available in small communities and rural areas, because many people who benefit from the services either cannot afford to, or will not, go to the Tucson Metropolitan area for help. The travel time and cost, and the cost of paying for services are problems for families in rural areas. These problems, no doubt, also exist for some people who live in urban areas. Also, it is characteristic of some people, especially in rural areas where people are not accustomed to the level of social services found in most urban areas, to have the attitude of "we can handle our own problems, we don't need help from an outsider."

Because of the approach taken in establishing the Rural Intervention Project in each community/area served, the Intervention Counselors have done and are doing an excellent job of overcoming these kinds of concerns. Because of the personal and professional relationships and trust that have been established, the Rural Intervention Counselors are not seen as "outsiders," but are seen as positive and helpful resources that are available locally in each community/area served. This is another positive indication that the services offered have been carefully shaped to meet the identified needs of people in each community as seen by the people who live and work there.

I. How Persons Interviewed View the Project

The following comments were received from persons interviewed during the assessment process. While this list is fairly extesnsive, it is not exhaustive. It is, however, representative of the comments received.

1. Sahuarita Area

When I have a problem I wouldn't hestitate to call the Intervention Counselor, because he would find a way to solve it. He is a good resource... He is a fine, dedicated and honest young man. The teachers are impressed....

I think the Intervention Counselor is doing a terrific job. He really comes across well with the kids. They like hime, trust him, and can really talk to him... No one else is trying to work in the rural areas... There needs to be more community awareness about the program, to develop community support....

If I were in a position to fund the progam, I would do it. It is a worthwhile program... The Intervention Counselor has a good relationship with the schools, other agencies and the community... I've seen some real good things happen. He is not a part of the system... He has kept me appraised of things I should know and has worked well with our Coordinator of Special Education and Psychologist....

He (the Rural Intervention Counselor) is a very personable guy. He gets along with families and youth well and is flexible in his work with the students... I would like to see the program expanded so we could reach more parents and kids. When I call him it is for extreme cases. He is spread very thin... Next year we would like to see a written explanation of his functions and have an in-service with our teachers about how they can use him to the fullest potential....

I really think the Counselor does an excellent job. He has developed a good model. The feedback from students is good. He is well trained in psychodrama and role playing... The feedback is informal but good... We could use him more... I would like to see PPEP move more from a crisis intervention to a "prevention" program....

I feel really good about what we are doing with the kids... The feedback on referrals is good, but not as good as I hope it will be... He doesn't limit himself to classroom situations. He is well accepted by the kids and the staff... He (Intervention Counselor) never really has time for the two of us to sit down and plan what we are going to do. He's got too many things going... Where do we go from here? He may have it clear in his mind, but I don't have it clear in my mind... We refer students to each other and discuss appropriate therapy. He helps me a lot to understand student problems... His relationship with the students is real good. The trust and relationship he has with the Mexican-American community is excellent... We need more people like him... I would like to see him have more staff because he runs himself ragged....

Prior to the Rural Intervention Project we depended on the Juvenile Court Probation staff but the services were not as extensive. For the Probation Officer to work with a child it was almost necessary to make a referral to the court. There, for all practical purposes,

was not home counseling... It certainly fills a need for many communities that no other agency seems to have the ability to serve... I would like to see it become an on-going program....

A very valuable resource in counseling with students, on getting down to a one-to-one relationship with the kids and reaching out to the homes... I have had good feedback from the kids and teachers. He is able to build a good relationship with the kids. They are attracted to him because of his personality and the fact that his work with them is confidential....

I think it is great. I can see the results in some of these kids, in their attitudes; kids are doing more thinking... Trends are changing, but I think knowing that there is someone they can talk to helps... He can do what I can't do; he can get out into the community....

I think the Intervention Counselor is one of the greatest assets we have around here, he is a key asset... I know that he is working his butt off and spreading himself too thin... Coordination could be more developed... I would like to see the schools assume responsibility for continuing the groups....

He knows the community well, works effectively as a Counselor and does a lot of outreach and makes referrals for academic evaluations... I think highly of him and his skills, but he has taken on too much and is overloaded and the time constraints hinder his effectiveness....

He (Intervention Counselor) came up with the idea and took a real leadership role to help organize the Cinco De Mayo Celebration to raise money to help save the Old Continental School. He did this to help the community... Good feedback on referrals... Excellent relationships... His bilingual ability is a real asset....

2. Marana Area

In rural areas there aren't many services that have someone who can refer either the school or the family to the appropriate agency. PPEP fills that role pretty good... My concern before was the need for higher accessibility to more people throughout the community, with some emphasis in the elementary and junior high schools, more house calls. I understand the new Counselor will be doing more outreach....

The Intervention Counselor spent a lot of her time here at the school and we have seen good impact from her efforts... We have consulted together on some cases involving runaways and family problems....

What she (Intervention Counselor) is doing is great. Everybody gets along easy with her... She is helping me to set up a meeting and

helping me learn how to do my job... We will be working together over the summer to plan youth activities... We are planning to start an Indian Youth Club for Native American youth here at the schools....

I refer "family" cases to the Intervention Counselor. She's got a big heart and a lot of savvy and is not afraid of work... We are very appreciative of her efforts... I would like to see her here full-time... I hope she continues much as she is working now....

We have a good thing going with this program now. She is here when she is supposed to be... The group and individual counseling has been somewhat productive... We have been very pleased with the program... Don't think it is fully developed... The home visits are beneficial. She makes quite a few home visits... I would like to see a little more work with home situations. This is being developed....

The new Counselor is doing a really good job. She is doing some counseling and some special education groups. I don't know her well enough yet to know fully what her skills are. I feel real positive about her. She is the closest thing to a social worker we have.

She (Intervention Counselor) has a good approach with people and and works well with high school girls. She has met with parents and has had some good experiences... I would like more feedback and involvement, more information about what the Project is supposed to do, what things it does best, etc... Where does PPEP fit in? How much do they want to fit in with the school or function as an independent agency?....

The Counselor tries hard. She makes a real effort with the teachers. She is here when she says she will be here... The group sessions are good... It would be helpful to educate the teachers more about how to use the Counselor, perhaps conduct an in-service in the fall. This would help the Project build credibility....

The Intervention Counselor is the first one that has tried to help... She had done very well... The feedback from the kids is real good... I was initially concerned about her ability to relate to improverished kids but she has related well....

She (Intervention Counselor) is flexible in her work with families... Not too specialized... Responds to needs when and where they are... We do some co-counseling and make referrals to each other... We are all very interested in prevention....

3. Ajo Area

I think the Ajo Youth Center has a better chance of succeeding than past efforts because it is a "community" effort. It will take a few months to know how it will really work out. I think it can turn into

something worthwhile....

There is a recognized need to offer a place to the kids where they can enjoy themselves and get off the street... These young folks are our citizens of tomorrow and they need direction right now, not ten years from now... What we are trying to do is get the youth away from the Devil and into the Youth Center... The youth worker (Intervention Counselor) has good rapport with the kids....

The Counselor is a competent person... This is a very giving community if you can convince them that there is a need... There is another plus for the Ajo Youth Center - it isn't plush enough to make the kids comfortable....

The lack of activities for youth has been a problem... The Youth Center will help. We needed people with a positive approach... If people see it is working it will be O.K., some people are holding back waiting to see....

Because of limited opportunities here some kids who are very talented never get the chance to use their abilities... We're trying to promote a lot of things... I think the Ajo Youth Center has a better chance than past efforts. Past efforts were not well located, well planned or well managed. Some were profit oriented or religious oriented... The thing that is different about this Center is that it is "community oriented" and depends on community support. The future of this Center depends on the people of Ajo....

My involvement with the Counselor has been very positive. The feedback on referrals has been good. He establishes good rapport... It's been really great for me to have his services available... I perceive his role as a Counselor for youth with problems... The feedback from parents is great, very positive....

I don't know much about the Youth Center, it sounds great and I really hope it works and can grow and develop into something worth continuing because there is nothing else for kids in Ajo!... I liked the way he (Intervention Counselor) approached the development of the Center in that it should be a "community project." He was very successful with this approach. I hope it goes well because it's the only thing I see going for kids in Ajo. There is nothing else....

I'm pretty happy that he (Intervention Counselor) is here all the time. The kids need somebody all the time, not just once or twice a month... I have made several referrals, the feedback was O.K... I don't see the Youth Center necessarily as a hangout, it is more than a building. It is their (youth) own special place where they can go. The people there are more oriented to the youth than to other agencies... I would like to see the kids comfortable enough with it to use the Center as a focal point for other services. I would like to see it grow... I am cautious about the future because so many previous efforts have failed....

The Counselor has constant contact with the kids who are involved at the Ajo Youth Center. The kids are excited about it... Ajo has a reputation for starting out well and then fizzling out... I truly believe that the thing that will help this Center succeed is to keep religion out of it....

The Ajo Youth Center - this is a much more organized effort than anything else we have had in the past. It's off to a good start. I have my fingers crossed that it will work....

My experience is that he (Intervention Counselor) has been Johnny on-the-spot. The feedback has been pretty good on referrals I have made. I've got confidence in him - he has enthusiasm that is really neat to see... I really didn't think he would get the Youth Center open. It is where it is now because he is willing to walk that extra mile and do the extra work....

I support the Project's work. I think it has real potential here in town... I'd like to see the programs continue. My opinion of the Counselor is very high, PPEP is fortunate to have him... There is a degree of pride that this (Ajo Youth Center) is a community program. I'd like to see it continued and see more kids participating in it. I'd also like it to be fully supported (funded) by the community....

The Center goals are ideal. I think it is going to go over well... He (Intervention Counselor) relates well with the youth. I think he is a good resource for our community... The Ajo Youth Center has been developed with a "community emphasis," its future depends on the community. The Board is now relying heavily on the Counselor, but will begin to assume more and more responsibility. We have some very qualified people on the Board. It is a good cross representation of our community... These kids need a place to go... The more we do the more the community will respond... I think when he (Intervention Counselor leaves, it will last as a community supported project. We'll cross that bridge when it comes time to cross it... It is a healthy and growing thing. We think it's here to stay....

If it (Ajo Youth Center) proves to be a successful endeavor for another year, the foundation will be solid enough for it to continue without him (Intervention Counselor)... There is a need for it. The people of Ajo have recognized and support it. I think this speaks well for them... It is a positive influence on the lives of young people... For Ajo, anything with this kind of activity is a roaring start... He (Intervention Counselor) has very definitely been a positive influence in the community of Ajo. It would be good if he could spend four or five years here to really establish the value of the resource he represents....

Before he (Intervention Counselor) came there was no resource available for counseling and other work with youth, he's the best. He is here not only one or two days per month, but is full-time... I'll be very disappointed if he leaves. He is the best we have had in any of these kinds of programs....

I do have one concern, is it going to be a "community" Center?; if so, it needs community support, or perhaps the community doesn't need it. He (Intervention Counselor) has done some pretty careful planning and it has gone a long way. There is a honeymoon period between the youth and the Ajo Youth Center right now....

V. LOOKING TO THE FUTURE

This report is a descriptive examination of the design, development, and operation of the Rural Intervention Project. This report also reflects the perspectives of a variety of persons interviewed about the Project and about the need for and value of the services provided in rural Pima County.

The Rural Intervention Project is seen as a welcome and much needed resource in the rural communities/areas it serves. Overall, the Project has been well implemented. The volume of service activity in providing individual, family and group counseling and treatment has exceeded the anticipated level of service proposed for the first year. Now that the Project is well established and is producing tangible results, more people are becoming aware of it and are seeking assistance. The volume of activity in each area is increasing and persons interviewed in each area have indicated that they would like to see the Project expanded. With the continued development of the Project as a viable community-based service delivery and problem solving resource, some strategic decisions about the deployment of staff and the management of Project resources will have to be made.

Much valuable experience has been gained by the Rural Intervention Project during the past year. It is important that a concerted effort be made to build on the hard work and accomplishments of the first year. Most important is what has been learned from this experience that will help the Rural Intervention Project continue and grow as a viable and effective juvenile justice and delinquency prevention resource.

In the preceeding sections of this report several observations, suggestions, and recommendations regarding the design, development and

operation of the Rural Intervention Project are presented. The suggestions and recommendations presented cannot be implemented quickly, but will need to be considered and implemented, if accepted, through a carefully planned and managed process of organizational, policy, program and staff development.

As stressed throughout this report the experience of the past year has been good. Because of the vast geographic area covered and the increasing expectations being placed on the Project, however, the staff will not be able to maintain the level and quality of services provided, unless care is taken to prevent each Intervention Counselor and the Project from becoming over extended.

The problems the Project is designed to work with are real. The services are needed. "Helping people to develop the capacity to identify and resolve their own problems on an on-going basis" is the essence of the community development process and is a major objective of the Rural Intervention Project. This is a difficult task. It will not be accomplished by accident. It requires a lot of effort, skill, time and patience. Such positive community change is possible and will occur only through a continued, carefully planned, and well managed process.

The potential has been well established for the Rural Intervention Project to not only increase its own capacity to provide service, but to also give increased leadership to help others in each community/area served, to become aware of, concerned about, and involved in identifying and helping to resolve current and prevent future problems of juvenile delinquency.

With the continuation of the Rural Intervention Project, the youth (and adults) throughout rural Pima County stand to benefit significantly in the months and years ahead.

FOOTNOTES

1. The Juvenile Justice and Delinquency Prevention Act of 1974, as amended through October 3, 1977, Title I, Section 103 (1), p. 2.

2. Ibid. Title II, Section 223 (a) (10), p. 14.

3. Ibid. p. 15.

4. U. S. Bureau of the Census, Special Census of Pima County, Arizona, October, 1975.

5. "Pima County," The 1977 Arizona Yearbook, Arizona Information Press, Yuma, Arizona, 1977, p. 56.

6. Dixon, Michael C. and Wright William E. Juvenile Delinquency Prevention Programs: An Evaluation of Policy Related Research on the Effectiveness of Prevention Programs, Nashville, Tennessee, George Peabody College for Teachers, October, 1974, pp. 81-83.

7. Rapoport, Lydia, "The State Crisis: Some Theoretical Considerations," Crisis Intervention: Selected Readings, Howard J. Parad, Ed., Family Service Association of America, New York, New York, 1965, p. 30.

8. Norman, Sherwood, The Youth Service Bureau: A Key to Delinquency Prevention, National Council on Crime and Delinquency, Paramus, New Jersey, 1972, pp. 23-24.

9. Ibid.

APPENDICES

APPENDIX A

LIST OF PERSONS INTERVIEWED

1. John B. Allen
   Sixth Grade Tracher
   Curley School, Ajo

2. John Arnold
   Executive Director, PPEP

3. Oran Back
   Citizen, Ajo

4. Lieutenant Vicente Becerra
   Commander
   Green Valley District
   Pima County Sheriff's Department

5. Charles E. Bender
   Assistant Principal
   Sahuarita High School

6. Michael Bloom
   Project Director/Coordinator
   Rural Intervention Counselor, PPEP

7. Robert Cannon
   Rural Team Supervisor
   Pima County Juvenile Court Center

8. John Casey
   Rural Probation Officer
   Pima County Juvenile Court, Ajo

9. Tillie Castillo
   Teacher Aide
   Marana High School

10. Bill Caulkins
    School Psychologist
    Marana Public Schools

11. Mara Cutler
    Former Rural Intervention Counselor, PPEP

12. Ann David
    Editor, Ajo Copper News

13. Bruce Dewey
Principal
Marana Junior High School

14. Tim Donovan
School Resource Officer
Green Vally District
Pima County Sheriff's Department

15. Carl Foster, Ed.D.
Special Education Teacher
Sahuarita Junior High School

16. Lieutenant Jack A. Garchow
Commander, Ajo Station
Pima County Sheriff's Department

17. Auggie Garcia
Rural Probation Officer
Pima County Juvenile Court Center

18. William Gay
Work Education Coordinator
Sahurita Unified School District No. 30

19. Pete Grimaldo
Manpower Specialist, PPEP

20. Hollis Hemingway
Rural Intervention Counselor, PPEP

21. Gail Holbrook
Physical Education Teacher
Sahuarita Junior High School

22. Robert J. Holzmiller
Principal
Sahuarita Elementary School

23. Louise Keane, R.N.
School Nurse
Sahuarita Junior High School

24. Maureen Kelly
Teacher, Adaptive Education Department
Marana Junior High School

25. Beth Kozan
Family Counselor, Title XX
Social Problem Solving, PPEP

26. Andy Lerma
    Community Aide, Title XX, PPEP

27. Drake Lewis
    Counselor Director
    Ajo Public School System

28. Bart Lozano
    Youth-Work Coordinator, PPEP
    Board Member, Ajo Youth Center

29. James Madson
    Rural Intervention Counselor, PPEP

30. Patsy Martinez
    Outreach Worker
    La Frontera Clinic Ajo

31. Butch McCormic
    Recreation Programs Supervisor
    Pima County Parks and Recreation Department, Ajo Area

32. Jerry McEven
    Principal
    Continential Elementary School

33. Sally Meyer
    School Nurse
    Sahuarita High School

34. Dan Morales
    Guidance Counselor
    Ajo High School

35. Charles E. Oldham
    Principal
    Sahuarita Junior High School

36. Jack Peterson
    Principal, Curley School, Ajo

37. Mimi Priestly
    Psychologist, Sahuarita Unified School District No. 30

38. Val Ripley
    Citizen, Ajo

39. Florence Saltzman
    Dean of Women
    Marana High School

40. Pat Scott, Title XX
Family Counselor, Child Abuse, Social Problem Solving, PPEP

41. Jim Scovil
Minister
Good Shepherd Presbyterian Church, Ajo

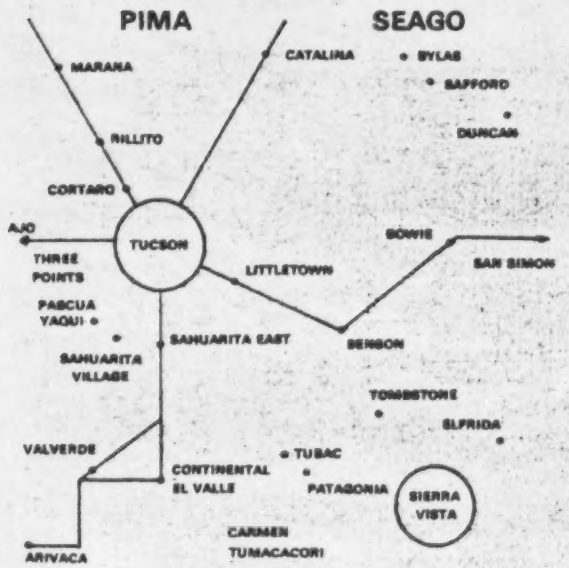
42. Beverly Scovil
Social Service Worker
Child Protective Services
Arizona Department of Economic Security, Ajo

43. Fred Wilmhurst
Clinical Counselor and Teacher
Opportunity Hall
Marana High School

44. Karen Younger
Team Leader, Adaptive Education Program
Marana Junior High School

45. Mary Zillatus
Board Member, Ajo Youth Center

PPEP Country



Bits of Wisdom

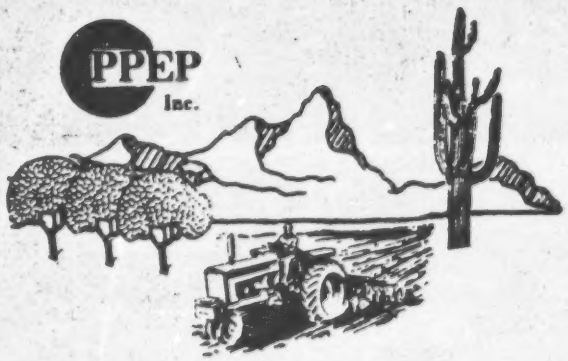
Forgiveness is the fragrance the violet spreads on the heel that crushes it.

United Way

Portable Practical Educational Preparation, Inc.

(Not for Profit Corp.)

Project PPEP inc.



338 N. Granada
Tucson, Arizona
(602) 622-3553

921 Thatcher
Safford, Arizona
(602) 428-1161

Executive Director
John Arnold

BEST COPY AVAILABLE

Intent

It should be noted that PPEP, Inc. is a multi-funded, "not for profit" corporation serving rural clients (Agricultural and Non-Agricultural alike) to improve the standard of rural living through self-help programs.

PPEP's Roots

PPEP, Inc. began services in August of 1967 to the rural areas with a grant from O.E.O. to serve low-income people. Its first outreach was through an itinerate converted Chevy school bus named "La Tortuga".

PPEP was officially incorporated on December 10th, 1969, in Nogales, Arizona. With a governing board of directors representing the various rural communities.

Today, a comprehensive umbrella of services to low-income people has evolved through an effective network of community based aides with professional and technical supportive staff.

Numerous community groups have been organized through community action to insure input and continuity of service delivery.

Philosophy

1. Meaningfully involve those less fortunate in carrying out programs to eliminate rural poverty.
2. Mobilize public and private resources in support of programs to help overcome problems of rural people.
3. Plan, coordinate, and evaluate both long and short range strategies for overcoming poverty, and under development in rural communities.
4. Serve as an advocate of rural people on matters of public policy which affect their status and well-being.

Services Available

- Farmworker Emergency Assistance
- Community Education
- Community Outreach
- Mental Retardation
- Transportation
- Family Violence Counseling
- Family Youth Counseling
- Housing Search
- Community Organization
- Financial Management
- Farmworkers' Services
- Job Counseling
- Job Placement
- Home Management
- Food Vouchers
- Nutrition
- Services to Elderly
- Weatherization
- Food Production
- Migrant Manpower
- Day Care
- Social Services
- Physical Disability
- Alcoholism Services
- Community Development Services
- Work Projects
- Crisis Intervention
- Food Stamps Assistance

Qualifications for Service

1. Rural Resident
2. Low-income
3. Meet program guidelines
4. In need of service

Affiliations

1. PPEP Housing Development Corporation
2. Arizona Rural Housing Coalition
3. Migrant Health Task Force
4. United Way
5. Occupational Safety for Farmworkers
6. National Association of Farmworker Organizations
7. National Association for Retarded Citizens
8. Rural America
9. Pima Alcoholism Consortium

Officers of PPEP Board

Gilbert Mungaray, President
Pete Castillo, Vice-President
Elizabeth Johnson, Secretary
Mary Hardy, Treasurer

Manuel Bojorquez ..... Sahuarita Village
Jose L. Sanchez ..... Marana
Ramon Cordoba, Jr. ..... Continental
Walter A. Holliday ..... Littletown
Mary Diamond ..... MFM Foundation
Marion Jonte ..... Ajo
Edgar Granillo ..... Esperanza
Dorothy Azul ..... Valverde
Juanita Carbajal ..... Rillito

David Bartlett, Legal Counsel

Office Locations

PIMA COUNTY:

Tucson	622-3553
Marana	682-3145
Continental	625-8373
Ajo Youth Center	387-6274

SOUTH EASTERN ARIZONA:

Safford	428-1161
Duncan	359-2791

Other Related PPEP Projects

a. Littletown Neighborhood Association
b. Valverde Housing Association, Sahuarita
c. El Valle Housing Association, Continental
d. Sahuarita Housing Project, Sahuarita
e. Rillito Water Co., Technical Assistance
f. New Little Hollywood Association, Inc., Safford
g. Ali-bac Historical Association, Arivaca
h. Sahuarita Water Co., Inc., Sahuarita
i. Opening New Doors, Tucson
j. Five Acres Water Association, Ajo
k. Yaqui Co-op, Marana
l. Marana Vistas Neighborhood Association
m. Rillito Streets and Sewer Project
n. Yaqui Home Electrification Project
o. Los Ninos del Valley Day Care

Project Monitors

John Arnold, Executive Director
Bill White, Office Manager
Berta Tellez, Nutrition Coordinator
Ann Ball, Housing Specialist
Richard Castro, Human Resources Coordinator
Elise Arnold,
Administrative Services Coordinator
Dwight Gaines, Transportation Coordinator
Cruzita Soto, Manpower Services Coordinator

Jewel Martin
Emergency Assistance Coordinator

APPENDIX C

THE PROJECT WORKSHEET

A Guide for Systematic Planning

The Project Worksheet is a simple approach to planning. It can be an aid in program and organizational development. It can also give structure and purpose to a program's activity, as well as provide a basis for evaluating and measuring results.

The Project Worksheet can be used in relation to planning with an individual client and his family, it can be used to develop a program component, or it can facilitate achieving ε solution to a community problem.

As an organizational development tool, several Project Worksheets describing different components of a program taken together can serve as a comprehensive description of that program. This could be used as a funding proposal for the total program. As such, each functional area of that program would have its own budgetary needs described.

The Project Worksheet can assist in sound deployment of staff resources, giving more purpose and clarity to staff assignments. It can also define the resources outside the program's budgeted capability that are needed to complete a task.

Importantly, the Project Worksheet provides for the development of an evaluation design for measuring the extent to which the goals of the work have been achieved. The emphasis on time-tables and the intent to accomplish certain tasks by particular times helps give specificity to the process.

All in all, the Project Worksheet promotes goals directed activity within an organization. It encourages optimum utilization of resources. And it provides a basis for determining whether or not, or to what extent, the desired outcome has been achieved.

The Project Worksheet with a definition of each section is on the next page.

PROJECT WORKSHEET

Project Focus_____ Date of Initiation_____

Project Manager_____ Date of Completion_____

I. Statement of Need, Problem, or Area of Concern:

(This is a brief description of the problem under attack, or the area in which some change is to be sought.)

II. Mission, Goals, Objectives:

(The Mission is a general statement of the purpose of the organization related to the project. The Goal is a clear statement or statements of the end results or conditions to be sought. Objectives are descriptive of shorter range and more specific conditions to be achieved in pursuit of the goal. Deadlines are useful in developing goals and objectives. They should be limited enough to be achievable in a reasonable period of time. They, at best, are stated in a way that it is evident when they are achieved.)

III. Activities:

(This describes a set of specific steps capable of achieving the above objectives and goals. A time frame for activities is used for planning progress.)

IV. Resources:

(This describes the resources needed to carry out the above activities. This should be comprehensive, including time of specific staff persons, space and facilities, financial needs, volunteers, other agency personnel, materials, etc.)

V. Evaluation Design:

(This should provide clear and specific indication of the extent to which the goals are achieved. If Sections I through IV are carefully developed, the completion of the evaluation design will be easier than if the goals are unclear.)

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APPENDIX D

A BRIEF EXAMINATION OF PROGRAM EVALUATION LEVELS AND INDICATORS OF THE ABILITY TO EVALUATE

Five levels of evaluation, each of which builds upon the lower levels areas follows:

1. MONITORING

This level answers the questions: How many? How Much? It consists of the collection of data about the number of people participating in a program. It can count characteristics of people. Administrative monitoring look also at budgeting matters, staff deployment, etc. Monitoring can be as simple or as complicated as the persons doing the monitoring wish to make it. It can provide the data base upon which more revealing levels of evaluation are found.

Example: Twenty truant children are referred to a program. A number of characteristics can be monitored, such as age, sex, attendance patterns for the past year, days on which they were absent, location of residence, achievement level in school, etc.

2. PROCESS DESCRIPTION

This level deals with what is done to, with or for the persons counted in level 1. Developed in quantitive or in narrative form, it relates to those involved in the program.

Example: The program for the twenty truant children might include home visits, assignment of tutors, group counseling, a workshop for their teachers about behavior management, bringing volunteers into their classrooms, psychological testing, rewards for better attendance, enrichment of the curriculum, etc. Each of these activities can be counted or specified, and narratively interrelated.

3. OUTCOME DESCRIPTION

This level describes what happened to those in the program, at the time of completing the program and/or after a follow-up period. If preprogram baseline data have been collected for the program group, comparisons can be made to determine through-time changes. Such changes cannot be attributed to the program; however, they might have occurred in the absence of the program, or in spite of it.

Example: Of the twenty truant children, fourteen showed a reduction of absenteeism by at least 60% for one year; four remained the same; one showed an increase; and one dropped out of school.

3. Outcome Description (con't)

If no prior baseline data are available, at least a quantitative outcome description can be provided that can be a point of contrast for later comparison.

Example: The school absentee rate for the first six-month program group was 21%. That for the second six-month program was 9%.

Note: Neither example provides the basis for measurement of program effectiveness. Outcome description merely provides an understanding of what happened to program participants by a given point in time. It does not establish that the program was responsible for the outcome results.

4. MEASUREMENT OF EFFECTIVENESS

This level answers the difficult question: *What would have happened to the program participants had the program not been available?* It requires the establishment of a control group or the identification of another group similar enough to the program group to provide valid comparisons with which to determine the impact of the program upon its participants. Thus, the evaluator can be reasonably sure of what would have happened had the program not existed.

A careful analysis of external factors which might effect the outcome of the program is essential at this level. For example, a new principal at the school who brings in many new ideas and programs may have more effect on the truant children than the program described at level two. This would need to be documented carefully. Or the circus coming to town might have the opposite effect!

5. SYSTEM IMPACT

This level goes beyond the actual effect of the program upon individuals. Here, the aim is to determine its impact upon the systems with which the program is concerned.

Example: The school attended by the twenty children of level 1 is found to be a counter-productive atmosphere for an educational experience. The program generates community concern, the Principal is removed, the State Board of Public Instruction changes the curriculum materials on its approved list. The evaluation effort is able to demonstrate that these changes are the result of the program, and all of the evaluation tasks at levels 1 through 4 indicate quantitatively the effects of the program upon the individuals involved.

****

Four indicators of a program's capacity to achieve one or another of the above levels of evaluation are as follows:

A. Expectations

The expectations for evaluation held for the program by its own staff, its governing body, its funding source(s), collaborating programs and others are of prime importance.

B. Quality of Goals and Objectives

The clarity and quality of the program's goals determines in large measure the ability to evaluate the program. Vague and general goal statements that cannot be quantitatively evaluated do not provide an adequate basis for evaluation of effectiveness.

C. Availability and Quality of Data

Data must be available and be of such a quality as to provide an accurate determination of the program's performance. The control of the data's quality is an essential ingredient for good evaluation.

D. Resources

The necessary resources for evaluation must exist if it is to become a reality. This includes financing, technical skills, mechanical means and staff commitment.

A conscious, systematic analysis of these four indicators can help determine wherein changes need to be made to develop an evaluation effort that is realistic and appropriate to meet the program's needs for evaluation.

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defining and operationalizing "prevention" — a major human service task

William A. Lofquist, Staff Associate
Associates for Youth Development, Inc.
Tucson, Arizona

Little progress has been made within human services in developing an understanding of prevention. To be sure, there are many opportunities that can be aptly described as preventive, both within and outside the arena that we know as the human service system. But we still have not found a way to conceptualize, communicate and operationalize a clear and sound approach to prevention that rallies people and invites them to commit their energies and resources to that effort.

we have not found a way to conceptualize, communicate and operationalize a clear and sound approach to prevention

Why might this be so? The benefits of preventing problems before they occur are so obvious that few would openly deny them. But the situation facing us is quite complex. To place more emphasis on prevention, we need to deal with the economics of the human service system, a major task in itself. We also need to come to terms with the values and the politics of the community in which we would implement prevention strategies. That is an even more difficult challenge. And to top it off, an emphasis on prevention will require a change in attitudes and behavior on the part of many people, including elected officials and professional administrators and service providers. As this change reaches toward the state and federal sources of funds for many human service activities, it may also require changes in attitudes and legislation at those levels.

Many people are dealing with these changes. There is much talk about prevention today. That discussion is usually quite fragmented, for it is focused separately upon preventing delinquency, drug and alcohol abuse, child abuse, mental illness, learning disabilities and the myriad other categories we use to define problems in our society. The discussion also has a generally negative tone to it, for it emphasizes stopping something from happening. That something is often the symptomatic behaviors of individuals. A common approach to prevention is to react to those symptomatic behaviors. And from that point on the confusion gains momentum.

a person who promotes prevention is a facilitator of change

The purpose of this brief article is to suggest an understanding of prevention which the writer believes can overcome many of the difficulties described above. It is not expected that this will solve the complex economic and political aspects of a planned shift in emphasis toward prevention. It can, however, provide persons at the community level with some practical and easily understood handles they can use within their own families, schools, neighborhoods and organizations. This, after all, is where the real action needs to focus. Bringing others along who are removed from these basic arenas is a necessary and longer range task.

The observations made thus far suggest that a person who promotes prevention is a facilitator of change. This includes both change in the attitudes and behaviors of individuals and change in the operational patterns of organizations and institutions. To promote change in these arenas requires a clear sense of purpose, a capacity to develop clear goals and objectives, and skills for engaging people in designing and carrying out workable strategies. Because one can reasonably anticipate strong resistance from many directions to the change being sought, a capacity to live with and overcome intense frustration is also useful. Part of this includes a willingness

by distinguishing between prevention and remediation, it becomes possible to establish some clear differences between the service activities which relate to each of these change processes

to meet people where they are and to set a pace that is realistic in light of those forces of resistance.

A clear definition is useful, and the following is suggested. *Prevention is an active process of creating conditions that promote the well-being of people.* A key word in this definition is *conditions.*

Before pursuing the implications of the definition, it is also useful to define the word *remediation,* for much of what is called prevention can be understood better as remedial activity. *Remediation is a reactive process of promoting change for or with an individual who has a recognized need.* Here the focus is on the *individual.*

By distinguishing between prevention and remediation, it becomes possible to establish some clear differences between the service activities which relate to each of these change processes. This becomes useful in several ways.

Consider the following lists of service options of remediation and prevention. They clearly emerge from the definitions which have been suggested.

SERVICE OPTIONS OF REMEDIATION

1. Individual diagnosis.
2. Counseling, casework, psychotherapy and other individual therapeutic activities.
3. Group work or therapy.
4. Family treatment.
5. Crisis intervention.
6. Advocacy (for individuals).
7. Referral.
8. Brokerage for individual remedial services.
9. Consultation (related to individual remedial concerns).

SERVICE OPTIONS OF PREVENTION

1. Community assessment.
2. Planning.
3. Community organization.
4. Community education.
5. Organizational development consultation.
6. Training.
7. Parent education.
8. Advocacy (for changes in conditions).
9. Employment development.
10. Legislation development.

Several observations can be made about these lists of service options. The service options of remediation are basically reactive and focus upon individuals with identified needs. The relationships of remediation involve a helper and a client, they are private transactions between these individuals, and they are confidential in nature. Often remediation is initiated at the insistence of someone other than the client, and it can easily result in negative labelling of the client, though this is not inevitable.

the service options of prevention are basically proactive and focus upon conditions that are important to people

The service options of prevention are basically proactive and focus upon conditions that are important to people. The relationships of prevention invite participation, they are public transactions and broad awareness is desirable. There is no negative labelling in prevention because there is no client whose confidentiality must be protected.

It can be easily seen that the service options of remediation require different skills and strategies from those of prevention. It may be difficult for one trained in the skills of remediation to shift to the service options of prevention without some retraining and reorientation.

Since remediation is a private transaction it is relatively "safe" as compared with the highly visible nature of prevention. Also, in remediation the person needing to change is the client, while a variety of individuals may need to change to enable prevention to occur. These latter people may include those in leadership positions. These two realities help to explain some of the resistance to prevention in the community. Frequently people in important positions of leadership will remove themselves from involvement in the very changes that they could help facilitate, thus becoming a part of the problem that needs confronting.

One common misunderstanding about prevention is the belief that it is a "long range" undertaking and is not as immediate in its impact as remediation. This is not the case. In fact, the opposite can be true. The writer is aware of approaches to planned change in conditions in schools, for example, which have resulted in immediate reduction of the symptomatic behaviors of vandalism, high absentee rates and other acting out behavior while at the same time encouraging achievement and student participation in improving the school environment. Experience in parent education also provides examples of immediate impact on conditions within families.

It is probable that the results of a well planned prevention program are more easily observed and amenable to evaluation than are the results of remedial work. There is need for much experimentation in the area of prevention, and it is important that more resources are committed to practical research and evaluation that can help administrators, planners and service providers refine their prevention strategies and interpret them to the community.

A pattern that has occurred with great frequency in recent years as more funding has become available for prevention is that proposals are written for new "prevention programs," they are funded and then there is continued use of the same remedial methods that were used before. A result of this has been that little experimental work in prevention has occurred while a significant amount of funding has gone into "prevention." Funding agencies have contributed to this national picture because of the imprecise nature of their own definitions of prevention.

The language common to this pattern has been that the new program will achieve "early identification" of the "predelinquent" and use methods of "early intervention" to "prevent" delinquent behavior. This kind of activity has frequently been called "primary prevention." Actually it would be more appro-

a definition of prevention is useful only to the extent that it can be translated into workable strategy

priate to call it "primary remediation," for essentially remedial methods have been used for identifying and treating individuals. Such an approach may actually have less desirable results than those intended because of the negative labelling that can so easily occur at earlier points.

Specific planned approaches to creating conditions in the arenas in which people work, learn, recreate and spend their time can be positive and engaging activity that makes a better community. People are seen as the primary resources for determing and bringing about the change that will affect them. Those who might otherwise be identified as being in need of remedial service can be engaged as active participants in a prevention program that focuses on improved conditions with positive results.

A definition of prevention is useful only to the extent that it can be translated into workable strategy that achieves clearly defined prevention objectives. It is possible that we can move toward a better understanding of the meaning of prevention as we test strategies in our communities in limited arenas. These need to include schools, families, neighborhoods, social agencies and other manageable arenas.

While additional resources are desirable to have, a healthy concern is to question how prevention capacity can be garnered and organized within the existing human, physical and financial resources of the community. It is inevitable that building capacity for prevention in any community will involve training of participants in this process. With those of us who are concerned about youth development, this effort at best involves young people and adults working together.

Through cooperative community effort and a willingness to experiment and learn, we can discover new approaches to improve our communities in specific ways through a vigorous and sustained emphasis on prevention.

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excerpts from *juvenile justice and delinquency prevention*

REPORT OF THE TASK FORCE ON JUVENILE JUSTICE AND DELINQUENCY PREVENTION

National Advisory Committee on Criminal Justice Standards and Goals

delinquency prevention has been a veritable stepchild wandering in the wilderness of the juvenile justice system

Implementation of standards regarding the prevention of delinquency involves a whole new set of ideas. Nebulous in concept, imprecise in definition, and devoid of demonstrably effective techniques, delinquency prevention has been a veritable stepchild wandering in the wilderness of the juvenile justice system. The concept of preventing delinquency has been exclusively attractive, and many youth-serving agencies have attempted to justify the bulk of their programs on the basis that they are preventing as much delinquency as anyone else. In light of current knowledge about delinquency causation, they may be entirely correct. Certainly, the prevailing opinion among juvenile delinquency experts is that, if delinquency is multicausal, its prevention must be multifaceted. If any agency is attacking any of the root causes of delinquency, it is ipso facto engaged in preventing delinquency. This raises, however, serious questions about coordination and elimination of duplicative and competing programs.

What is sorely needed at the present time is a State office of delinquency prevention to provide some coordination and planning capability, as well as a rational basis for the dispensation of tax dollars. In this field particularly, it is necessary to establish priorities, because it is impossible to attack all of the root causes of delinquency at the same time. Whether this office should be located in the Governor's office, with the State Criminal Justice Planning Agency, with the State department or agency responsible for implementing the other correctional standards, or with some other branch of the executive department is a matter best left to the discretion of the States. What is important is that someone at the State level have responsibility for bringing order out of the present chaos that prevails in most States.

scope of delinquency prevention

The scope of prevention programming has often been the center of public debate on delinquency prevention. One dimension of this issue concerns the target populations or client groups. A second dimension has to do with competing methods of prevention, each having different operating assumptions about the fundamental nature of delinquency. Imlicit in this debate are questions of institutional and agency responsibility, as well as questions about the selection process of program participants. Underlying both dimensions is the question of the adequate funding levels that must be made available to support any prevention programming.

Literature in the delinquency prevention area generally refers to three kinds of target populations for prevention service: primary, secondary, and tertiary.

Primary prevention refers to a service delivery strategy that includes the broadest possible number of clients within a service area. The intention is to deliver the service to all clients without regard to the potential delinquent behavior risks of specific individuals. This mode of prevention is most often used in the public health field when, for example, there is a massive campaign to give school children inoculations or an areawide screening for breast cancer. Primary prevention rests upon the logic that the most effective prevention is to insulate the entire population at risk from the predisposing conditions. An example of this concept in delinquency prevention would be the elimination of violence on television.

In secondary prevention, selection for inclusion in prevention programs is made upon the determination that a particular group of potential clients is in greater danger than the rest of the population, thus requiring specific services. Secondary efforts are usually guided by the belief that targeted services to the right sample of the population will have preventive impact. An example of secondary prevention programs would be recreation activity set up in low income areas because it is believed that teenagers from these areas are the largest proportion of youngsters who are referred to juvenile court. In secondary approaches, however, the selection process itself may stigmatize the participants. Also, the criteria of selection may be incorrect.

Tertiary prevention involves those youngsters who have already begun to have difficulty with the law. They may have been referred to police as status offenders, or they may have been charged with school misconduct. The object of the tertiary programs is to limit the involvement of the child with the juvenile justice system—to deliver preventive services early enough to avoid the development of a more serious delinquent record. Diversion programs, some school counseling programs, and youth service bureaus are examples of tertiary programs in that they deal primarily with already troubled children. These programs are preventive in the sense that they seek to eliminate the behavior causing problems for the child and they attempt to prevent future delinquent behavior.

Theorists have devoted much space in prevention literature to the relative merits of primary, secondary, and tertiary prevention. Such theses tend to dwell on the ability of each type of prevention approach to yield measurable results, as well as the relative costs. Often, discussions about the scope of prevention efforts get bogged down in the choice of the best approach. Unfortunately, these debates are rarely productive because the participants feel they must make a choice that is rather ambiguous.

Primary, secondary, and tertiary approaches each can be effective, depending upon the nature of the services to be delivered. Some programs are best administered at a primary level because the process of making selections within the target population would be inaccurate, or it would be difficult to withhold services from some members of the community without causing problems. Similarly, other programs such as family counseling are clearly aimed at helping a more identifiable subpopulation; i.e., those families experiencing difficulties that they cannot solve. In most instances, diversion presumes a tertiary population. Thus, the selection of the population to be served must depend upon the analysis of the problem to be prevented and the program service to be delivered. In general, this choice is to be made in terms of the strategy that least disrupts community life and that does not unnecessarily stigmatize the intended beneficiaries. Cost projections of particular prevention services should be made after there is some agreement about the nature of the service to be delivered and the size of the target population. Using cost effectiveness as the sole factor is the wrong approach regardless of the funding level.

When levels of funding allow, the more inclusive strategies of delivering services should be considered. The final mix of primary, secondary, and tertiary programs should flow from an analysis of the numbers of youngsters who fall into each of these service categories, the nature and kinds of services to be provided, and any alternative methods of prevention.

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APPENDIX G

RELATING TO THE COMMUNITY

Three aspects of a community-based program's relationship with its larger community to be discussed here are its visibility, its credibility and its efficacy. As indicated above, these characteristics are important with young people, adult human service professionals and certain other adults.

Visibility relates to the general and specific awareness people in the community have of the program, its activities and its accomplishments. This awareness is best gained through tangible achievement, though some "advertisement" can be useful for letting people know about specific aspects of the program.

Another kind of visibility comes through community involvement. An important consideration here relates to the basic design of the program. If remediation is the primary thrust, it is difficult to create much visibility through involvement. This because remediation takes place through a private relationship, and there is usually a strong concern for confidentiality. But prevention and community development are public transactions which openly involve people. There is no need for any confidentiality in prevention work, because there is no confidential information or identity to protect.

Visibility with a viable community based program tends to have a "snowball" effect, because word gets around quickly when something "exciting" is happening, and others tend to want to come and join the action.

Credibility is the belief people have in the program and the capacity of its staff as an important ingredient and necessary undertaking in the community. Again, credibility is best gained through solid accomplishment in the arena chosen by those responsible for the program.

The problem of building credibility needs careful consideration. There is some difference in the credibility of a remedial program as contrasted with a community development or prevention program. In remediation there is a high degree of responsibility for results placed on the program which renders the remedial service. Prevention and community development are basically facilitating roles which require leadership skills, but which never take on the full responsibility for "solving the problem." This is an important role that few programs are attempting or have developed skills for. A prevention program tries to foster community development skills with others, so the activity itself is not as competitive within the human service arena as is the case with remediation.

The attitude behind community development is "let's work on this situation together," while in remediation it is "let me help you with your problem." So the basis for credibility is essentially different in these two arenas.

Efficacy relates to the ability to produce tangible results in the accomplishment of stated objectives. Efficacy is best demonstrated through a program of evaluation which documents and confirms effectiveness. In a prevention/community development program the results of the work done by groups of people are usually highly visible, so others can get at least a sense of the efficacy of the effort from their own perceptions. The efficacy of remediation activities is harder to determine, but it can be done through evaluation.

There is a good chance that the efficacy of the program can be demonstrated if (a) the goals set by the project are related to the particular circumstances and conditions of the community being served; (b) the selection of goals is done through a collaborative effort; and (c) means of determining the extent to which the toals are achieved is designed into the strategy from the beginning.

Of these three aspects of a community based program's relation to the community, program efficacy is by far the most complex. It is seldom that the financial, technical and other resources needed for a sound evaluation program are available. Yet this is an area that needs constant exploration if community based programs are to demonstrate their value.

A well designed plan to gain and maintain a program that has visibility, credibility and efficacy is an important aspect of program management. The approach to strategy design and youth involvement are both related to these three concerns. A collaborative approach to problem solving which engages other human service professionals, decision makers and volunteers from the community will tend to have high visibility and credibility among these groups if it is carried out soundly. This also can lead to a "sharing of credit" which becomes important.

SOURCE: From "Suggestions for Building a Viable Community-Based Program," paper prepared by William A. Lofquist, Staff Associate, Associates for Youth Development, Inc., Tucson, Arizona, May, 1977, pp.10-11.

APPENDIX H

YOUTH INVOLVEMENT

The way a community based program is viewed by those responsible for it, the manner by which it is designed, and the shape it is given will determine in large measure its atmosphere or "life style" as viewed by young people. Many youth focused services and programs, by the way they are planned, operated and governed, exclude and possibly thereby alienate young people. At the very least, the result may be that the program is not as relevant to the users of the program as it might be. At worst, it may be actively contributing to the problems of young people. An important aspect of any youth focused organization is the nature of youth involvement with it.

By and large, youth focused service programs place little emphasis upon and demonstrate little skill for involving youth substantively in determining the nature of the program and how it operates. There are numerous ways a program can capitalize upon the resources that young people can bring to it.

When youth involvement is first accepted as "the thing to do," either because it is mandated or because it is something all the "in" youth programs are doing, a common pattern is to place two or three youth on the Board. This often ends in failure because it is at best little more than a gesture that neither the adults nor the youth have the experience or the skill to utilize to good advantage.

Board membership for some youth can be a productive experience, just as it can be for some adults. In both cases, selecting the appropriate people is the key. There are a variety of other approaches to involving people, including youth, that can become substantive and produce good results for the program.

Some of these might be (a) setting up ad hoc youth task forces to deal with particular matters; (b) hiring youth as staff; (c) hiring youth as consultants; (d) developing special projects with and for youth, such as street corner interviewing, preparing film strips, movies or television tapes dealing with things important to youth; (e) surveying youth opinion by youth; (f) teaming youth, either volunteers or staff, with other staff to facilitate selected projects, etc.

There is nothing particularly magical about youth involvement - it is really a very human undertaking. Youth Involvement is essentially people involvement. Youth, like adults, like to be involved in something interesting. They like it to have substance, and they like to believe that it will result in something productive that is important to them. Youth get impatient with endless discussion that goes nowhere. If adults were more prone toward having that quality of impatience, perhaps Boards would be more productive.

Youth are people. When people are listened to, when they feel their word counts for something, when they have an opportunity to participate in discussions that are important to them, they are likely to become involved. An atmosphere of involvement is based upon an atmosphere of respect.

Two reasons youth involvement is seldom achieved is that it is usually (a) negotiated on the terms of the adults who really control the program and (b) young people are seen as being in a "client" role with the program. When the adult controllers see the youth recipients as "clients" of the program the program is cast in a particular mold which young people can detect immediately. This set of circumstances tends to rule out the possibility that young people can assume a full role as resources and as participants in the program. When young people are less than full partners in the planning, operation, and evaluation of the program a valuable resource is lost, and both youth and adult miss an opportunity to learn from each other.

When an equal partnership situation develops and adults and young people together determine the conditions for participation, it is often discovered that an exciting and stimulating experience is set in motion. This becomes a dynamic and changing situation as problem areas are identified and assessed from both vantage points, as approaches to facing the problem are developed and implemented, and as the effort is evaluated.

SOURCE: From "Suggestions for Building a Viable Community-Based Program," paper prepared by William A. Lofquist, Staff Associate, Associates for Youth Development, Inc., Tucson, Arizona, May, 1977, pp. 8-9.